Leicester City Council
Scrutiny Review

Economic Development at Local Level

A review by the Economic Development, Transport and Tourism Scrutiny Task Group

July 2020

Contents

# Economic Development Transport and Tourism Scrutiny Task Group

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Councillor Lindsay Broadwell
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Councillor Ashiedu Joel
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Evidence was provided by the following witnesses

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Cllr Elly Cutkelvin (Saffron Ward member; Assistant City Mayor - Health and Education)
Cllr Danny Myers (Assistant City Mayor - Policy Delivery and Communications Leicester City Council)
Mike Dalzell (Director of Tourism, Culture and Investment, Leicester City Council)
Neil Bayliss (Head of procurement, Leicester City Council)
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Vandna Gohil (Executive manager: Voluntary Action Leicestershire)
Muriel Russell (GREAT project)
Nancy Freeman (YES project)
Jenny Hand (CEO, Reaching People)
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Jo Randall (Manager, New Parks Community Centre)
Gurjeet Rajania (Senior Public Health Intelligence Analyst; Leicester City Council)
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Angela Tchetchnev (Director for Adult English, Maths and Supported Learning, Leicester College)
Rominder Sandhu (Director for ESOL, Leicester College).

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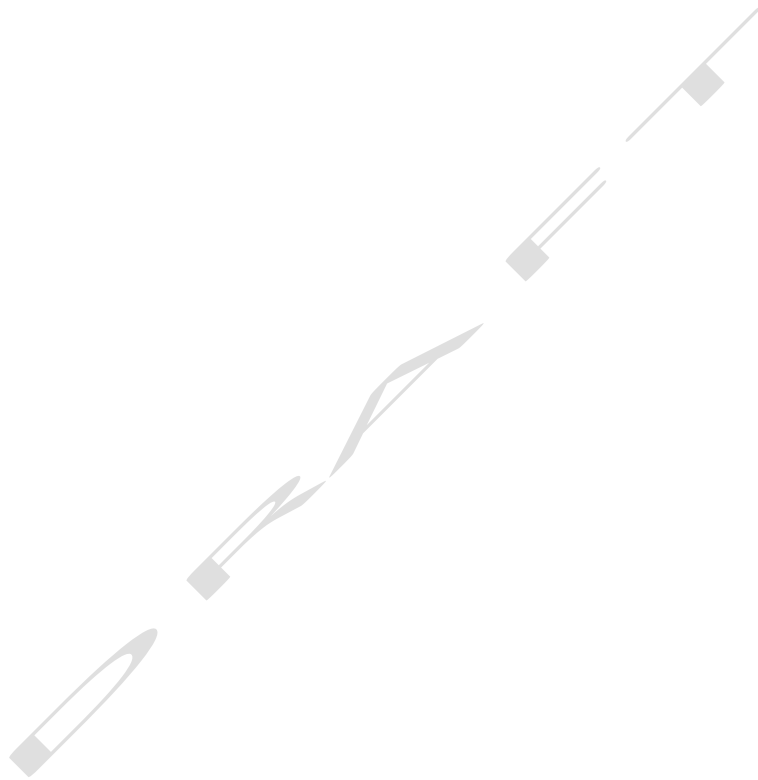
Chair's Foreword

This work of the Task Group on 'Economic Development at a Local Level' was planned before the Coronavirus Pandemic and the consequences of the lockdown which has scarred our national and local economy. The recommendations and findings from the Task Group are however are very relevant to the preparing for economic recovery.

As Leicester begins to revive and recover from the impact of Covid-19, it is important that the most disadvantaged neighbourhoods in Leicester are not overlooked- indeed if we do not plan for inclusive economic growth, the most disadvantaged groups and neighbourhoods in the City may slip even further behind.

Leicester is a richly diverse City in terms of ethnicity, and this is one of its strengths. This diversity provides both economic and social benefits to residents and visitors providing a range of cultural, business, employment, retail, hospitality and social opportunities. But economically the City is amongst the poorest in the UK, with a low wage and low productivity economy.

Some neighbourhoods in Leicester are relatively affluent, where residents can expect to live long and healthy lives and enjoy good careers and incomes. In other neighbourhoods however the rates of deprivation are high, and residents have far poorer health and life expectancy, low incomes and fewer employment opportunities.

This report examines how the statistics covering deprivation can be used to inform policy; what measures could be taken to increase economic participation in disadvantaged neighbourhoods; how the Council can develop economic policies in partnership with anchor institutions and others, to improve employment opportunities and promote good jobs in and with neighbourhoods; the key elements of successful employment and training programmes, and most importantly the relevance of inclusive growth- which is economic growth that is fairly distributed across society and creates opportunity for all, and ensures that the benefits of development reaches every neighbourhood including the most disadvantaged.

A great deal of planning, investment, partnership working, learning and engagement will be required to rebuild Leicester's economy, if disadvantaged neighbourhoods and communities are be included in future prosperity. I hope that this report will contribute to the Council's vision of a fairer and inclusive City with opportunities for all.

Councillor Sue Waddington

Chair, Economic Development Transport and Tourism Scrutiny Task Group

1 EXECUTIVE SUMMARY

Background to the Review and Key Findings

1.1 The Labour Party manifesto for the 2019 City Council elections said that 'Labour would develop job creation, skills and investment plans for parts of Leicester which are economically excluded, including opportunities for local businesses and for young people to engage in positive activities. This review explored how these aims might be achieved at a local neighbourhood level.

1.2 The review sought to consider how the manifesto commitments were being met and what measures could be taken to increase economic participation at local neighbourhood levels. Aspects of economic exclusion were examined, and neighbourhoods were identified using current statistical date that revealed where there are high comparative levels of disadvantage.

1.3 Some neighbourhoods in Leicester, as elsewhere, have been 'left behind' in terms of their levels of participation in economic and social developments, which has impacted on the life chances of families and individuals. Top-down economic development policies have not resulted in a universal 'ripple down' effect and relative inequality levels have therefore not improved.

1.4 The task group also explored the relevance and contribution of a range of Council policies and services that related to economic participation and exclusion, including anti-poverty, living wage and procurement policies, and neighbourhood, economic development, education and adult learning services. The role, contribution and perceptions of the voluntary and community sector were also considered. Research and analytical perspectives were provided by two Professors from De Montfort University, and examples of innovative practice from Preston were examined.

1.5 The Task Group remit included a requirement to focus on two neighbourhoods within the City as a means of determining economic disadvantage and exploring the causes of exclusion and the possible measures that could be taken to address the issues. Mapping data from the 2019 Index of Multiple Deprivation (IMD) as a means of comparing geographical disadvantage in Leicester, parts of the Saffron Lane and New Parks estates were identified as the areas for study.

1.6 The task group took evidence from a range of sources. Council officers within the economic development and adult education teams provided information and input throughout the course of the review. Mapping and statistical data was provided through the Public Health, service improvement and Neighbourhoods Services teams.

1.7   Evidence was gathered from local community stakeholders, including ward members, the voluntary sector and community groups.

1.8   External sources of information included a detailed review of the work done by Preston City Council to ensure spending was contained as far as possible within the local economy through progressive procurement and partnership strategies which included strong encouragement for contractors and companies to pay the Living Wage.

1.9   Examples of successful practice in Leicester of employment schemes for 'hard to reach' adults and young people were provided by Voluntary Action Leicestershire (VAL) in relation to European Social Fund and National Lottery Community funded schemes.

1.10   The work of the review was helped enormously by the partnership arrangement agreed between Leicester City Council and De Montfort University (DMU). Professor Jonathan Payne and Professor Ed Cartwright contributed through their knowledge of the field, research evidence and reports on inclusive growth, and analytical and academic insights. Their respective fields of work, employment and skills and economics were very valuable in the context of the review.

1.11   Evidence presented to the task group from stakeholders provided the following information:

- Communities within the Saffron Lane and New Parks Estates were both historically and currently systemically difficult to make meaningful contact with.
- Multiple generations within single households had been unemployed and there was an expectation within those communities and households that unemployment would continue.
- Low education achievement and poor IT skills contributed to the distancing of residents from the workplace, particularly as traditional jobs not requiring qualifications have disappeared
- Local access to services, classes and information in these communities needs to be improved
- Transport continues to provide a significant barrier to communities accessing work, in terms of time taken, ticket costs and when the services ran
- The most effective measures to encourage both the long-term unemployed back into work and to help young people enter the labour market within the city and in other elsewhere, featured highly-focussed individual mentoring of clients
- European Social Fund and National Lottery Community Fund-backed projects within the city proved highly effective in engaging at local level. There was concern that the future of such projects is at risk because the government has not yet put in place succession funding
- Partnership working between the city council and the voluntary sector and other agencies, including major public sector employers within the city, is the most likely way forward in helping communities as the

resources available from central government to the city council continue to be eroded

- A holistic approach across council departments could help reduce charges to relevant service providers and improve training and education access within deprived communities
- In identifying and looking to address deprivation national statistics were important but local data was vital to identifying problems at local level
- There was caution about promoting or supporting jobs which had no intrinsic value for workers; this included jobs with zero-hours contracts, minimum rather than living wage rates and few if any social support benefits like sick pay and holiday. It was noticeable that such employment could be a significant contributor to mental health problems.
- Procurement policy could help direct employment and training into geographic priority areas aiming at providing more opportunities.
- Successful initiatives in Preston illustrated that it was possible to encouraged and supported local procurement of goods and services and promoted the living wage within the local economy and communities.

2. RECOMMENDATIONS

The City Mayor and the Executive are asked to consider the following recommendations:

2.1 Using statistical data when developing policies and services.

The Task Group was able to analyse recently published IMD statistics which indicated high levels of deprivation and low levels of employment and income in some Leicester neighbourhoods. When developing policies, analysing the data provides an opportunity to target appropriate provision, aimed at increasing inclusive economic growth, where it is most needed.

2.1.1 Using the data on medium super output areas (MSOA) provides a detailed postcode-based analytical tool for identifying issues on a granular level and can be applied to other city council policies and resource analysis.

2.1.2 It is vital to supplement the IMD data with additionally, locally sourced data because some measures in the IMD are based on census data which dates back to 2011. These include for example: adult skill levels and English language proficiency in the Education, Skills and Training Deprivation Domain and household overcrowding in the Barriers to Housing and Services Domain. Regular data surveys, building on the Leicester Health and Wellbeing Survey are needed to provide up-to-date and robust data.

2.1.3 There is a lack of detailed linear information about what happens, and when, to the cohort of young people (16-24) who are not in education, employment and training (NEET). A tracking system should be devised to identify NEETs who have dropped out of the system and to discover, if possible, what they are

doing in order to provide appropriate holistic and long-term support. Particular attention should be afforded to the 'economically inactive' group of NEETs, who make up the majority and who are not actively seeking work and who are often 'hidden'.

2.1.4 Good and reliable data is the foundation for good policy. The East Midlands in general, including Leicester and Leicestershire, currently does not have the same level of infrastructure for gathering economic and labour market data compared for example with the combined authorities of Greater Manchester and the West Midlands. Developing the capacity for data gathering and analysis should be a key priority going forwards. This should include broad range of measures and measures of job quality.

2.2 Interventions at a local level

The neighbourhoods identified in this report as economically excluded, have for many generations experienced high levels of unemployment and dependency on welfare benefits. The predicted increase in unemployment in the wake of the pandemic makes the challenges this group faces in accessing available job opportunities even harder, and it is vital they do not get left further behind. Addressing these long-standing barriers to economic and social participation cannot be seen as a quick fix with simple solutions. Sustained measures and policies are required rather than short lived projects. While each disadvantaged neighbourhood may experience similar barriers, each has a different history, population characteristic, and set of problems and assets. Therefore, the starting point for policy development should be not just the statistical data, but engagement with the residents and community organisations.

Attention, therefore, should be given to innovative ways of engaging, and giving voice to, disadvantaged communities in order to find out more about what they see as barriers to economic inclusion and the kinds of support they would welcome. Working with local community organisations on effective ways to give voice to those in deprived communities is critical. At its best, policies should be be based on co-creation at a local level tailored to specific needs and concerns.

2.2.1 Within the study areas for this report it was seen that physical and social barriers impacted upon the opportunities to access training, education and employment. The task group recommends that public transport strategy supports interventions which provide more direct and better public transport to and from key employment areas such as Fosse Park, the Meridian Centre and distribution hubs. Consideration might also be given to the use of travel subsidies for the long-term unemployed to help them access decent employment opportunities.

2.2.2 Training providers should also be encouraged to provide very local initial training for adults to enable them to take the first steps to enter or return to the labour market.

2.2.3 A stronger service with a higher profile, related to training and employment, based in each neighbourhood using local centres such as community and neighbourhood centres, libraries or housing offices, should provide very local information on available jobs, education and training.

2.2.4 Front of house staff at these local centres should be trained and equipped to provide appropriate guidance, advice and signposting to facilities and information within neighbourhoods, including IT resources. In many instances this will not be a simple case of answering questions but more about actively engaging with the person to better appreciate their needs and see how they can be encouraged to take the next step, e.g. to seek training or debt management advice. Outreach campaigns should be considered in order to attract people to participate in relevant local opportunities.

2.2.5 Leicester College and LASALs might be used as a conduit at local level to provide accessible and relevant education, training and advice in the areas of greatest disadvantage. Basic skills around literacy, numeracy and digital are central to opening up employment prospects. However, a central challenge will be to engage people in learning, whatever form that might be take, as platform for building confidence and for further participation in education and training.

2.2.6 Consideration should be given to reducing financial barriers to the provision of adult education and training courses at council facilities such as libraries or community centres.

2.2.7 LASALs is asked to consider amending the criteria on which it determines where to run courses, balancing the current demand assessment with an assessment of where courses might be most needed and accessible for residents in disadvantaged communities.

2.2.8 Local Schools need to be proactive in disadvantaged neighbourhoods to encourage and support young people before they reach transition points. Work experience opportunities, guaranteed interviews with prospective employers and training providers, and frequent use of role models, designed to raise aspirations and build self-esteem should be very much part of each secondary school's mission.

2.2.9 Engaging individuals in learning opportunities who have often had poor experiences of schooling and who may lack confidence is immensely challenging. For many individuals, it is the first step that is often the hardest. Local people themselves should be encouraged and supported, including financially, to use local facilities within their community that can bring people together to learn and acquire skills that matter to them. Where possible, support should be available to help individuals within local communities to initiate such activities themselves.

2.2.10 We have already emphasised the need for good and reliable data. However, it is important that policy making is 'bottom-up' and inclusive, and that those in disadvantaged communities feel they are part of this process. 'Citizen Science', which involves training local people, on a voluntary basis, to undertake their own research on issues which matter to them and to present their findings to local government, is one innovative way of giving voice to local

communities and uncovering what the issues are. This can help to stimulate a two-way dialogue and support initiatives that are co-designed with local communities. The New Local Government Network report on Cultivating Local Inclusive Growth report highlights the USEIT! Initiative[1] which operates in deprived areas of Birmingham (currently with European Funding) as an example of this approach in action. Consideration should be given to how such initiatives might be supported and trialled in Leicester with the help of local universities.

2.3   Intervention at a Council level

The City Council has strong policies on social value and procurement, and the real living wage which it is continuing to develop and implement. The Council is and will continue to work with other anchor institutions (public sector employers) and private sector employers on these policies. There is a need however to take into account the fact that several neighbourhoods within the City would benefit from a targeted approach and that City-wide policies may still leave some geographical areas behind.

2.3.1   The Council, working with the LLEP, contractors and anchor employers, could hold job fairs within those neighbourhoods where economic activity is low and promote employment opportunities to local residents. Contract requirements could include specific numbers of job and apprenticeship opportunities and guaranteed interviews, for those living at specified post codes in disadvantaged neighbourhoods.

2.3.2   The Council, working with other public sector employers, could consider developing a range of recruitment activities aimed at disadvantaged communities.

2.3.3   Serious consideration should be given to the lessons from the Preston model where there has been a considerable growth in both productivity and money retained and therefore spent locally. The 'circular economy' approach which aimed at spending locally among the anchor institutions resulted, CLES states, in retaining £488.7m in the local economy, a rise of £200m in four years.

2.3.4   The impact of the pandemic on the economy and employment may particularly hurt young people between the ages of 18 and 24 who are entering the labour market or been part of the 'gig' economy. It is estimated that this group is around 2.5. times more likely to work in a sector that had to be closed down.[2] Young people already face an upwardly sloping playing field for jobs owing to their relative lack of work experience, along with often 'precarious pathways' into employment. Those living in poorer neighbourhoods without social capital may be the hardest hit. The Council should consider setting up a Youth Task Force to provide new initiatives for this group in order to avoid a 'pandemic

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[1] USE IT! Social Entrepreneurs Programme Launched, *iSE*, (no date)

[2] Joyce R and Xu X (2020) '[Sector shutdowns during the coronavirus crisis: which workers are most exposed](#)? *IFS Briefing Note* BN278, Institute for Fiscal Studies, London

generation' permanently 'scarred' by long periods of unemployment which damage future employment prospects.

2.4   Learning from good practice

A key principle for policies aimed at helping the poor and disadvantaged into work is that you address their problems first. It is very difficult to even think about getting a job when you are struggling with everyday challenges such as having enough to eat, keeping warm, childcare/caring responsibilities, or battling mental health, domestic abuse, or drug/alcohol dependency.

These needs have to be attended to first if people are to be in position to seriously engage with the challenges of securing employment. The Task Group heard about examples of highly successful employment projects run by a range of agencies in different locations, including those aimed at long term unemployed adults and young people in Leicester run by VAL and similar programmes in Manchester.

In all of these projects a key element was the individual tailor-made support provided to each participant which built confidence and self-esteem as well as developing job ready skills. We recommend that individual personalised mentoring is a feature of projects promoted, supported or run by the City Council.

2.4.1   The successful projects were funded by the European Social Fund (ESF) which, with Brexit looming, will come to an end in 2023. The Task Group recommends that the Government should be lobbied as a matter of urgency to provide successor UK Shared Prosperity funding to these schemes, which are designed to address social exclusion and encourage economic participation in disadvantaged communities.

2.4.2   While we have stressed the need for tailored, bespoke coaching and support using a designated 'key worker' model, the success of such programmes also requires active employer engagement in terms of offering employment or valuable work experience opportunities for young people. Now may be the time to test how far local employers are prepared to commit to such a project in return for assistance received during the coronavirus crisis as part of their corporate social responsibility agenda and 'giving something back'. In lobbying central government for the resources to support local capacity building, it will important to ensure that attention does not focus only the recently unemployed. It will be vital to ensure that those currently furthest from the labour market – including 'economically inactive' and 'hidden' NEETs, the long-term unemployed, and disadvantaged communities – do not get left further behind.

2.4.3   Voluntary charters, where employers commit to paying the 'real living wage' and 'fair work' standards are a 'soft' form of intervention aimed at shaping the behaviour of employers, including those outside the reach of public procurement activities. Consideration could be given to the use of such charters as a means of encouraging local employers to sign-up to programmes

aimed at offering work experience opportunities for young people, not least those from disadvantaged backgrounds.

2.5   Inclusive growth

Broadly speaking, inclusive growth is economic growth that is distributed fairly across society and creates opportunity for all. It is about ensuring that the benefits of development reach the entire population, including the most vulnerable members-linking the micro with the macro.

If local economies are to be truly *inclusive*, however, they have front-up to inequality and poverty, including the 'working poor', precarious employment and problems of in-work progression. An inclusive economy approach, therefore, means not only growing the proportion of high skill, high wage jobs through building physical infrastructure and attracting new investment; it also means improving the quality of existing jobs, including those at the lower end of the labour market so that they pay a 'real living wage' and meet other 'fair work/good work' criteria.

It recognises the need for a 'whole economy' approach that avoids a narrow focus on a few 'elite' sectors that are often beyond the reach of marginalised groups and includes large-employment sectors with entry-level jobs that are implicated in problems of low wage work and poor productivity. It is not simply, or mainly, about 'supply-side' skills policies aimed at providing skills training for individuals to meet current employer requirements as, on its own, this does not address the level of demand for, and productive use of, skills.

It is not about making people 'employable' for *any* job as there is evidence that any job is not necessarily better for individual well-being than no job. It is as much then about making jobs people ready as it is about making people job-ready. The challenge is to design local policies, given available resources and devolved powers, that deliver real benefits in these areas, and which are demonstrably better than the alternatives.

2.5.1   The grid (Par 2.4.10) within the New Local Government Network report setting out a framework for local inclusive growth can with advantage be adopted by the council and other stakeholders to design, procure and deliver local economic development within the city. The first step is to commit to such a strategy and be clear on what types of measurable outcomes are needed e.g. the proportion of jobs paying the 'real living wage,' the proportion of the workforce in a-typical work e.g. zero-hour/minimum contracts. Delivering inclusive growth, however, requires not only active commitment and effective measures but also policy experimentation which can begin to address complex issues including how firms compete, design jobs and manage their people. Any such experimentation should be accompanied with data collection and appropriate randomized trials in order to accurately measure the policy impact.

2.5.2   The Task Group was impressed with the inclusive economy model as developed and executed by Preston City Council. A key element of the

Preston model was the public-sector commitment (councils, NHS, police and universities) by employers to pay the real living wage as an element of contracts and services procurement. The Task Group endorses this approach and urges Leicester City Council to review its arrangements to further strengthen procurement of local employment, goods and services and to work with other large employers to encourage them to adopt a real living wage policy and 'fair work' employment standards for directly employed, contracted and agency staff.

2.5.3   As well as using its purchasing and procurement power, local councils can also use 'soft' forms of regulation to 'nudge' employer behaviour. Local government has an important role in persuading local employers to sign up to voluntary employment charters in which they commit to paying the 'real living wage' and 'fair work' standards. The limitation of this approach is that depends on voluntary employer 'buy-in' and will only appeal to employers who have a corporate social responsibility agenda. These initiatives tend to have more traction with larger employers. As the New Local Government (NLGN) notes, attention needs to be given to how to engage small-and-medium-sized enterprises (SMEs) which often involves bespoke business support using local intermediaries e.g. business chambers and the LLEP Growth Hubs. The available evidence underlines the importance of linking charters to activities which help and support businesses and organisations to upgrade their capacity to deliver better jobs, especially SMEs many of which can struggle with even basic HR fundamentals. Integrated support addressing business strategy, work organisation and job design, skills and people management can help. Consideration might be given to lobbying central government for resources to help develop the local business support infrastructure to undertake this kind of activity.

2.5.4   In order to encourage economic recovery, the Council should, with the LLEP and other Local Authorities, press the Government to provide additional resources. Inclusive growth should be part of plans to revive the economy post Covid-19.

2.5.5   The Task Group noted the strong connections between low productivity and poor working conditions – which included low pay, few if any benefits and zero-hours contracts - and the further link between poor working conditions and poor mental health. The Task Group underlines that poor, insecure jobs are not a way out of poverty and that the council should not, through its procurement and contract arrangements, be an unwitting recruitment agent for poor or exploitative employers.   With unemployment set to rise in the wake of Covid-19, there may be a strong pull towards a familiar 'growth-first, work-first' approach, focused on skills and training interventions aimed moving the unemployed into *any* job. If local economies are to be genuinely inclusive they must not only widen opportunities to access work, particularly for disadvantaged communities and persons but also strive to address the quality of jobs at all levels of the labour market.

3   REPORT

3.1   IDENTIFYING AREAS TO INVESTIGATE – USE OF KEY DATA

3.1.1   Leicester is one of the most economically and socially deprived communities in the country. The Index of Multiple Deprivation (IMD) is the main measure of poverty and deprivation in England and under data released in 2019 Leicester is the 32nd most deprived local authority in England. IMD data mapping can be seen in Appendix J.
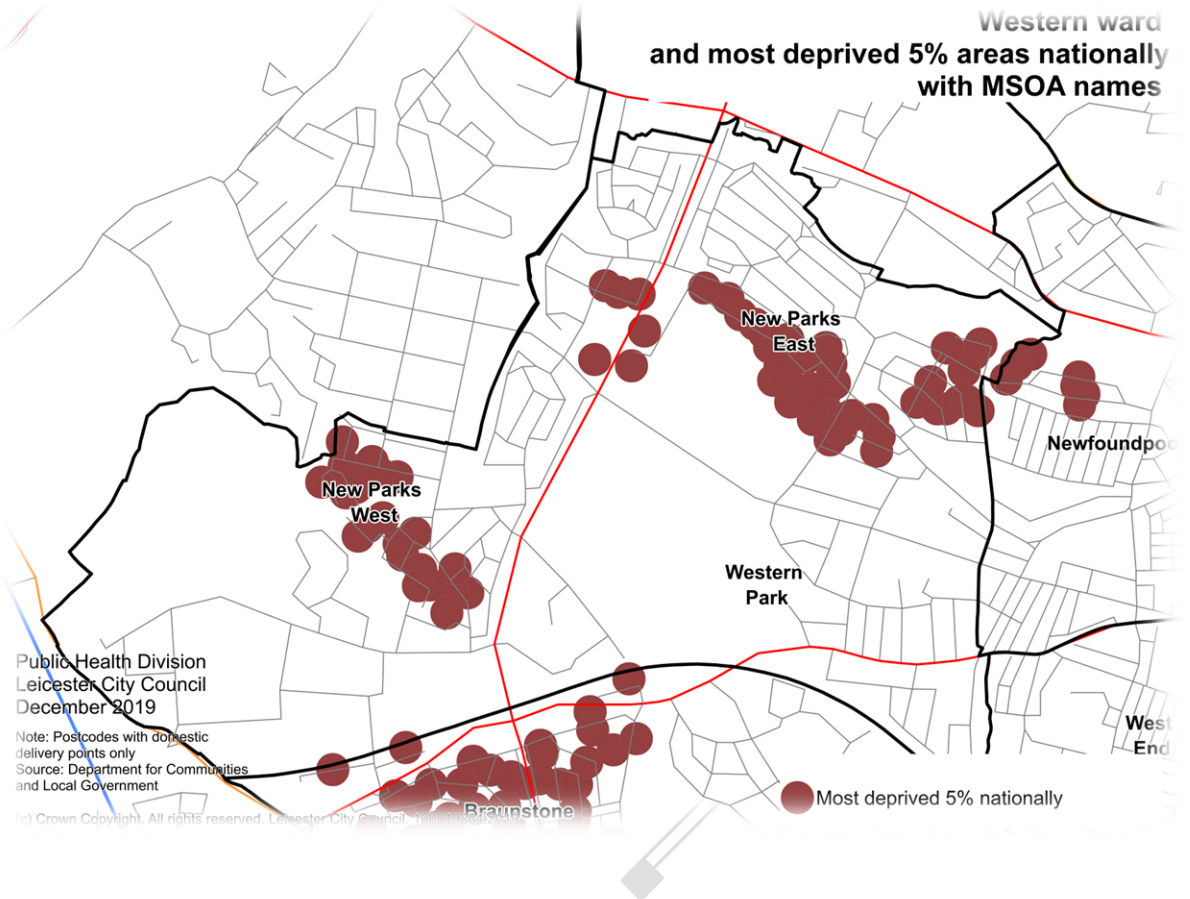
3.1.2   Thirty-five per cent of Leicester residents live in the most deprived 20% of areas nationally, and Leicester includes some areas within the five per cent most deprived areas nationally. These include areas within Abbey, Beaumont Leys, Braunstone Park and Rowley Fields, Saffron, Eyres Monsell and Western Park.

3.1.3   The task group analysed the IMD data and identifies areas within the Saffron Lane and New Parks Estates as priority areas for study. These neighbourhoods had the highest deprivation scores relating to employment and income which is the focus of this report.
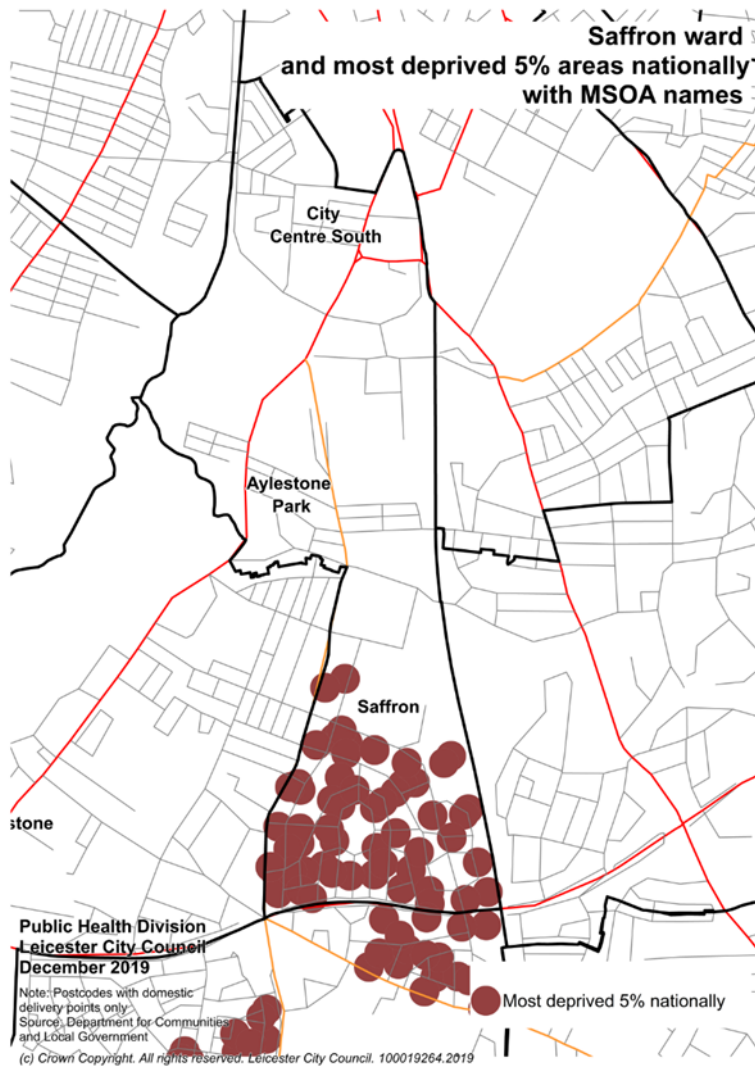
Key Data- Saffron Ward. Three areas within Saffron Ward are the Ist, 2nd and 8th most deprived in Leicester. One area is also the worse for employment and health deprivation and 2nd worse for income and education.

Key Data- Western Ward (New Parks). Two areas within Western Ward are the 3rd and 7th most deprived in Leicester. One area is also worse for income and 2nd worse for Employment.
(See maps of the most deprived areas in Leicester at Appendix J)

3.1.4   During the review further data mapping was carried out to identify in greater detail characteristics and profiles of the selected areas. Here in granular detail were the characteristics at postcode level of the IMD data showing the communities in the country's most deprived five percent. This shows the **Western Ward** data:

Western ward and most deprived 5% areas nationally with MSOA names

New Parks East

New Parks West

Newfoundpo[...]

Western Park

Public Health Division
Leicester City Council
December 2019

Note: Postcodes with domestic
delivery points only
Source: Department for Communities
and Local Government

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Braunstone

West End

● Most deprived 5% nationally

3.1.5   Similar data is set out below for the **Saffron Ward**, showing the high
         concentration in the south of the ward, around the Saffron estate, of
         communities in the most deprived five per cent of the country.

Saffron ward
and most deprived 5% areas nationally
with MSOA names

City
Centre South

Aylestone
Park

Saffron

stone

Public Health Division
Leicester City Council
December 2019

Note: Postcodes with domestic
delivery points only.
Source: Department for Communities
and Local Government

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Most deprived 5% nationally

3.1.6   Further data was mapped across the city and within the identified areas included:

- Children in poverty after housing costs;
- Universal Benefit claimant rates;
- alternative claimant count rates (relating to unemployment); and food poverty

3.1.7   As a dataset this information sets out at both granular street level and at scale across the city the patterns of deprivation and poverty as it affects individuals, families and households.

3.1.8   Gurjeet Ranajia presented mapping ward and city-wide data which built on data which was based extensively on the 2019 IMD data provided by government. That data assessed Leicester as the 32nd most deprived local authority in the country.

3.1.9   However, he suggested that the way IMD data was constructed scored Leicester higher than the reality on the ground. This was because Leicester had scored comparatively well in terms of its employment count. But there

was an issue about how well-paid and secure those jobs were, with a suggestion that there was significant in-work poverty across the city.[3]

3.1.10 The task group looked at the relevant wards within the context of mapping **medium super output areas** (MSOAs), of which there are 37 in Leicester. MSOAs are statistical geographies which are a preferred unit of analysis because they are more socially homogeneous than wards (Western, which includes New Parks, is an almost perfect example of this). The Western Park area of the ward "masks the true extent of need in New Parks".

3.1.11 Data analysis covering Saffron and New Parks MSOAs were able to provide granular data based on postcodes. The overwhelming concentration of the worst levels of poverty within the Saffron ward was based on the Saffron estate; this estate ranks among the most deprived five per cent of communities in the country, and in some places among the worst one per cent of deprived communities.

3.1.12 The postcode data for New Parks showed high concentrations of deprivation along the estates on Aikman Avenue and, to the west, in the area around Braunstone Frith Junior School.

3.1.13 Other data included:

- seven per cent of Leicester's population live in communities within the five per cent most deprived communities in the country;
- 35% of the city's population live in the 20% most deprived communities nationally.
- Two thirds of the Leicester population live in the 40% most deprived communities in the country;
- South Knighton, within the least deprived 20% of population in the country, accounted for just two per cent of the Leicester population.

1. [3] Professor Cartwright commented: The IMD data needs to be treated with some caution. There is a false sense of security in it being the 2019 data because a lot of the data comes from 2011 - and hardly any from 2019. Moreover, we saw with the fuel poverty data that it did not seem to match experience on the ground - and tracking that back it was because data is extrapolated from one area to another without taking account of regional disparities. So, two lessons: treat the data with caution and it is really important to get voices from the ground." Gurjeet Rajania commented that much of the IMD data came from 2015-2019; data on overcrowding came from the 2011 Census.
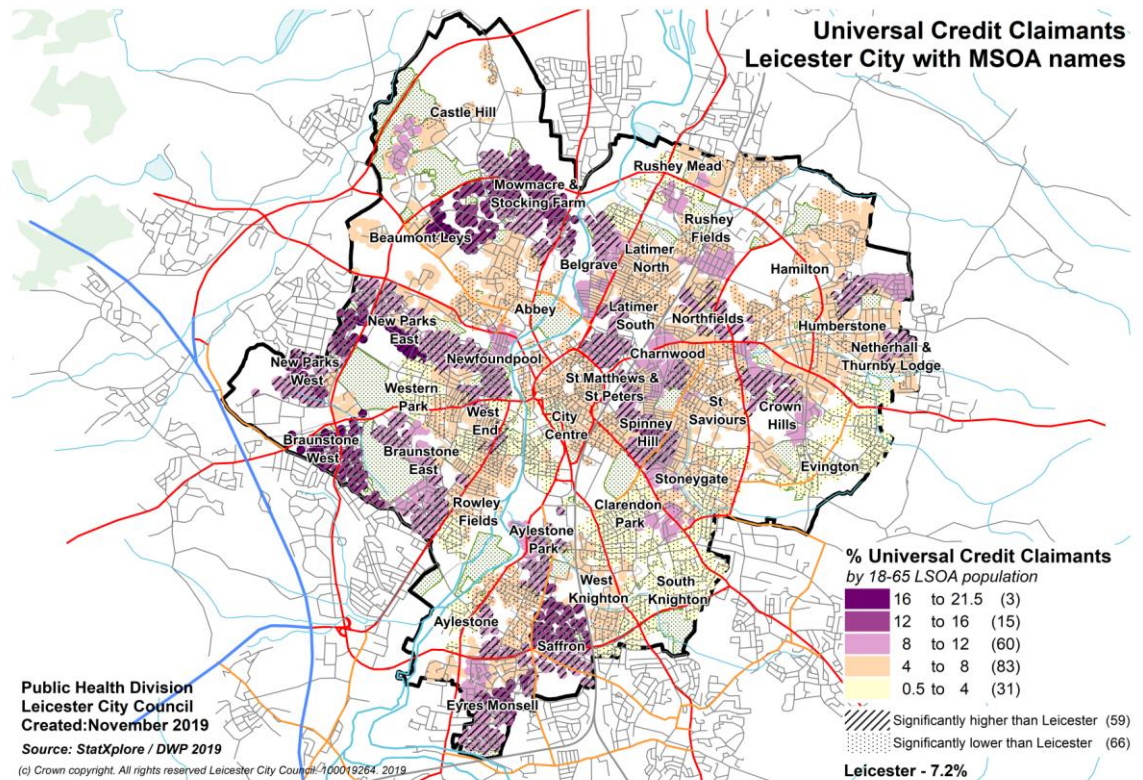
Children in poverty after housing costs
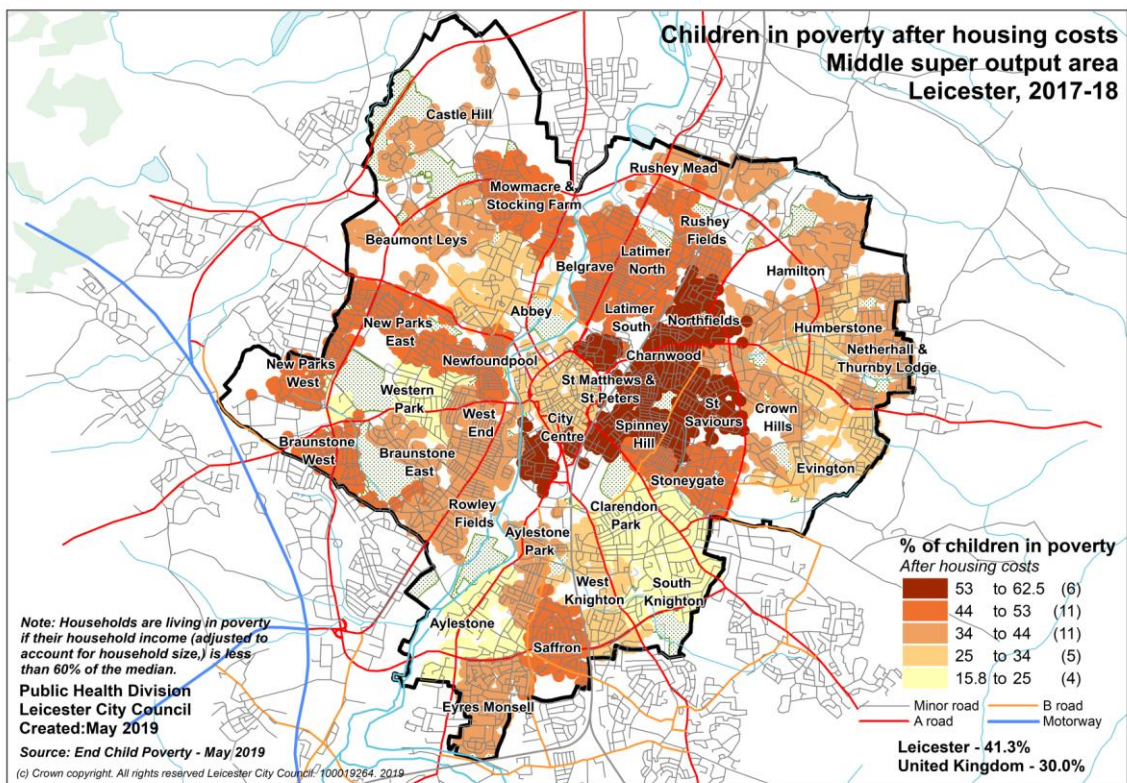
3.1.14　This data showed high concentrations of children in poverty within the Saffron and New[4] Parks East, correlating strongly with the IMD data used to identify the target areas. Within each of these MSOAs were areas with more than 50% of children were living in poverty, once housing costs had been taken into account.

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[4] Neil Hodgkin commented in further feedback that while close to the Saffron estate the Pork Pie Library and Goldhill Adventure Playground are not routinely used by members of the community on the Saffron estate. The council was also due to end its grant funding of the Saffron Resource Centre in 2021, further reducing ward-based resources.
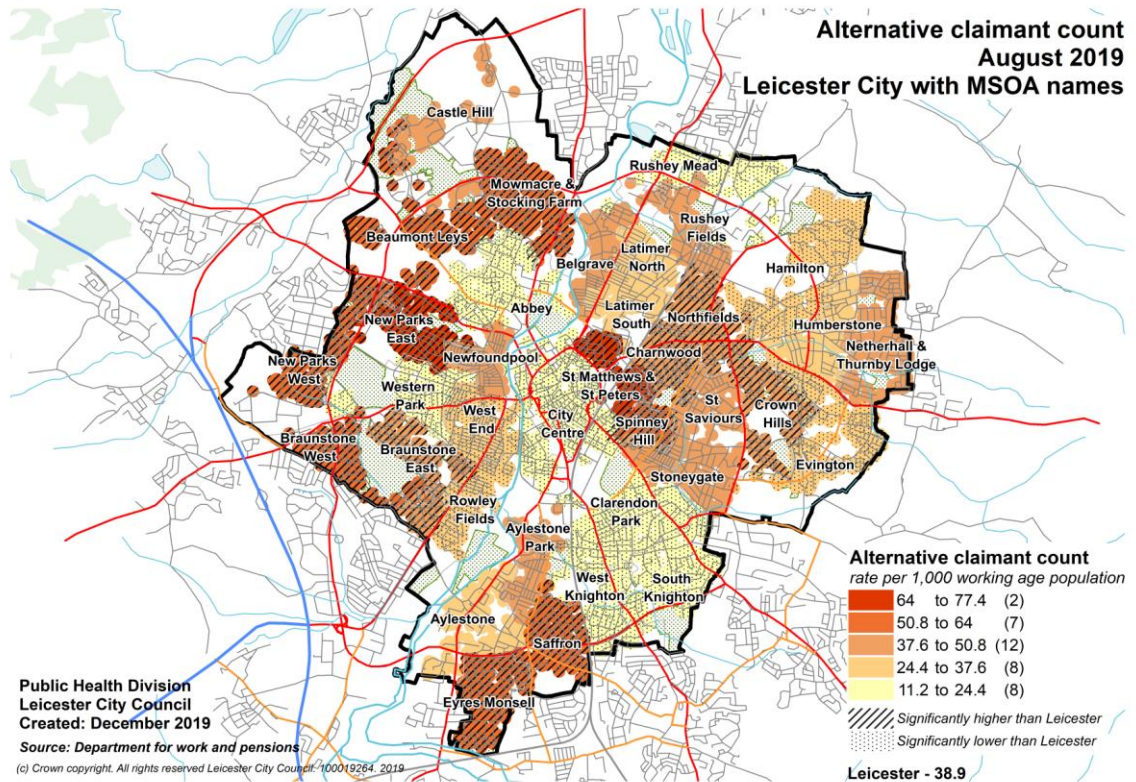
Universal Credit

Universal Credit Claimants
Leicester City with MSOA names

% Universal Credit Claimants
by 18-65 LSOA population

16 to 21.5	(3)
12 to 16	(15)
8 to 12	(60)
4 to 8	(83)
0.5 to 4	(31)

Significantly higher than Leicester (59)
Significantly lower than Leicester (66)

Leicester - 7.2%

3.1.15   Using other metrics, however, while claimant rates vary across the city, "it is clear our most deprived areas report the highest claimant rates. These include New Parks and Saffron. There is also a stark split within Western ward, where Western Park reported a 4.1% claimant rate, less than two-thirds the city-wide claimant rate of 7.2%.

3.1.16   By contrast the claimant rates in New Parks East and West are 12.5% and 12.2% respectively, 74% and 70% higher than the city-wide average. The New Park MSOA claimant rates were around three times higher than the West Park rate.
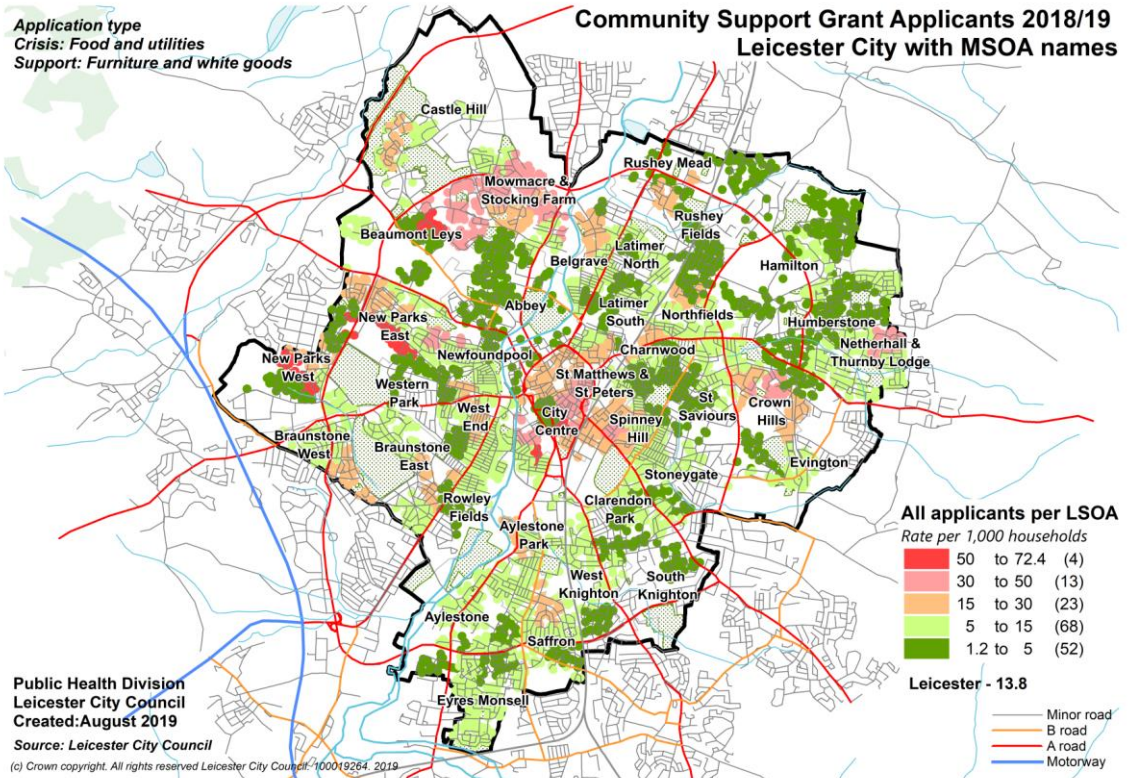
Alternative Claimant Count (ACC)[5]

Alternative claimant count
August 2019
Leicester City with MSOA names

Alternative claimant count
rate per 1,000 working age population
64 to 77.4 (2)
50.8 to 64 (7)
37.6 to 50.8 (12)
24.4 to 37.6 (8)
11.2 to 24.4 (8)

Significantly higher than Leicester
Significantly lower than Leicester

Leicester - 38.9

Public Health Division
Leicester City Council
Created: December 2019
Source: Department for work and pensions
(c) Crown copyright. All rights reserved Leicester City Council. 100019264. 2019

3.1.17   This plots claimant rates across the city confirm significantly higher levels of claimant counts than the Leicester average for Saffron and Braunstone East and West, in particular in the West MSOA. The pattern is that "it is clear that our most deprived areas report the highest claimant counts."   Under this metric the count includes people in work, rather than a simple number of JSA claimants.

3.1.18   Mapping included other metrics based more explicitly on local data. These included:

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[5] [5] The Alternative claimant count is defined as follows: It measures the number of people claiming unemployment related benefits. Under Universal Credit (UC), a broader span of claimants is required to look for work than under Jobseeker's Allowance. This is a feature of the design of Universal Credit and has the effect of increasing the Claimant Count irrespective of how the economy performs. For this reason the Office for National Statistics (ONS) has stated that the figures are no longer a reliable economic indicator. To address this, these new Alternative Claimant Count experimental statistics measure the number of people claiming unemployment related benefits by modelling what the count would have been if Universal Credit had been fully rolled out since 2013 (when Universal Credit began) with the broader span of people this covers.
The statistics thus provide:
• a consistent measure of local levels of claimant unemployment over time and across areas
• a better indication of labour market change.

Support grants

Community Support Grant Applicants 2018/19
Leicester City with MSOA names

Application type
Crisis: Food and utilities
Support: Furniture and white goods

All applicants per LSOA
Rate per 1,000 households

	50	to 72.4	(4)
	30	to 50	(13)
	15	to 30	(23)
	5	to 15	(68)
	1.2 to 5		(52)

Leicester - 13.8

Minor road
B road
A road
Motorway

Public Health Division
Leicester City Council
Created:August 2019
Source: Leicester City Council
(c) Crown copyright. All rights reserved Leicester City Council. 100019264. 2019

3.1.19   These are interventions such as furniture and other grants made by the council to support struggling households. These were significantly higher on some of the council's social housing estates, including East and West Parks. The low rate in the Saffron MSOA may be due to lack of access to information about such grants, it was suggested. This would be an issue to address.

Scrutiny
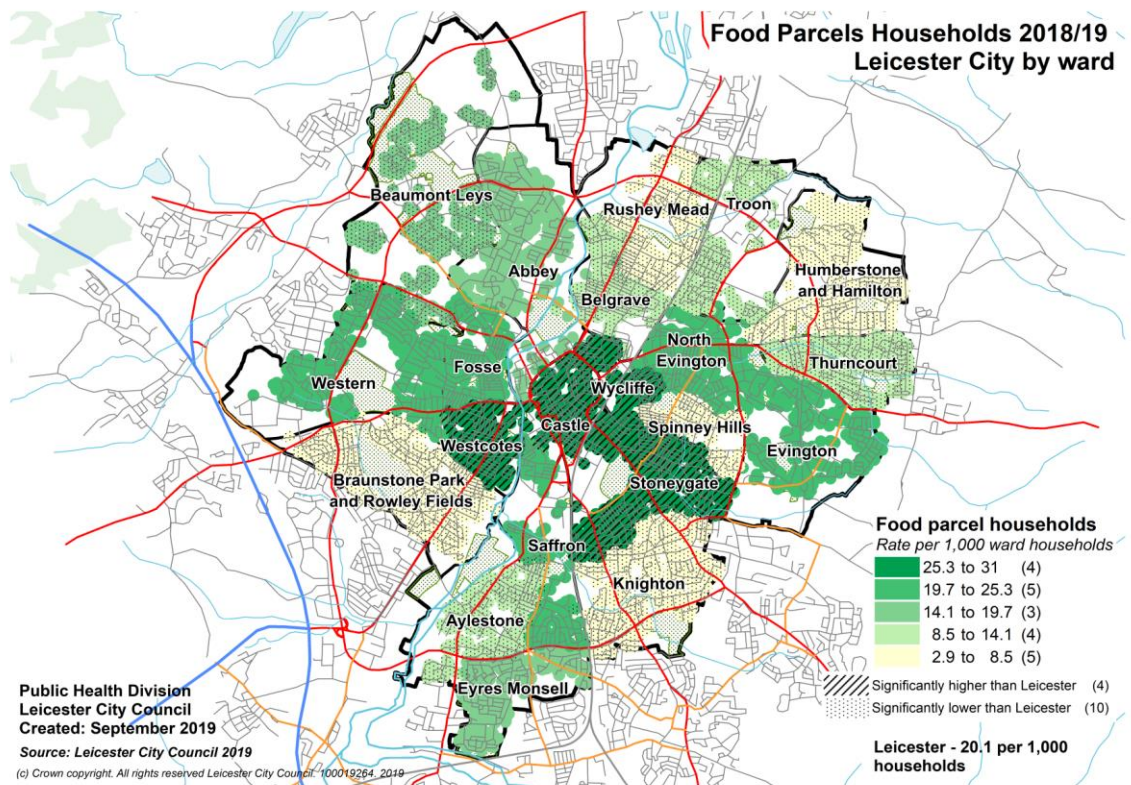
3.1.20   This data was available on a ward basis only and showed Saffron with a comparatively high rate of 22 food parcels delivered per 1000 households. The Western data of 20 parcels per household disguises the stark split between Western Park and the East and West Parks areas. These were likely to have food parcel delivery rates among the highest in the city. It was suggested the provision of free school meals reflected a similar pattern.

Running out of money
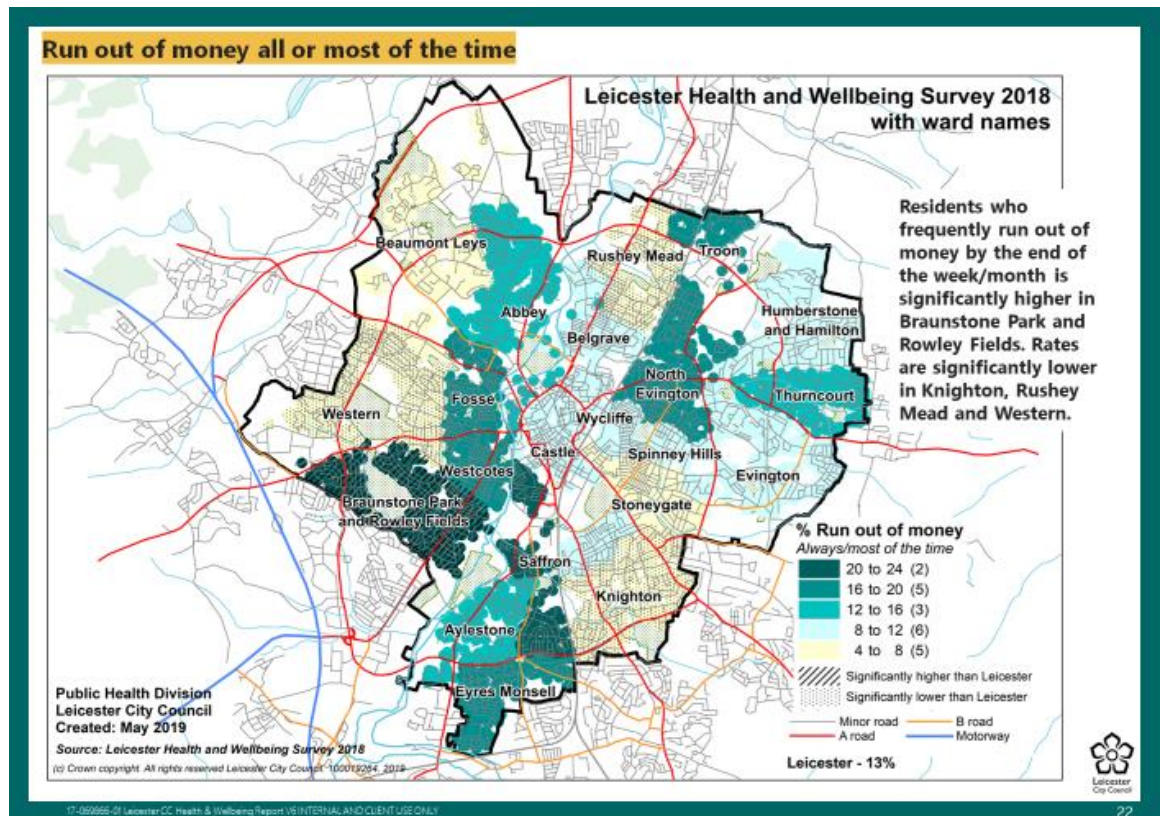
3.1.21   Survey data from 2018 suggested 21% of Saffron ward reported they regularly ran out of money. In Western Ward the figure was six per cent, again showing the diverse nature of the ward. The proportion in the East and West New Parks areas would be significantly higher than the whole ward and given the tightening grip of the benefits freeze the proportion of households facing the prospect of running out of money will only increase.

3.1.22   The disastrous impact of the coronavirus lockdown with the consequent loss of employment across the city will mean the figures will have changed, but the framework set put for the Task Group should have further applications in terms of the economic, public health and anti-poverty policy development.

3.1.23   The mapping data reinforced the broader IMD data, but included valuable information gathered at very local level by officers within the council.

3.2   THE SAFFRON ESTATE: Evidence from the Saffron Resource Centre

3.2.1   The Task Group looked to identify buildings or activities which could be described as possible community assets. Council-run and other assets within or serving the area included:

- Samworth Academy;
- Lancaster Academy,
- Sir Jonathan North College;
- Saffron Resource Centre,
- Pork Pie Library;

- Aylestone Leisure Centre
- Kingfisher Youth Centre
- Goldhill Adventure Playground

3.2.2 Extensive evidence was provided by Neil Hodgkin, manager of the Saffron Resource Centre (SRC), in an interview with the Task Group chair and in evidence to several meetings of the task group.

Observations and evidence were summarised as follows.

3.2.3 The Saffron ward was identified as having one of the highest levels of deprivation in the city, and among the worst in the country. For many years it had been a comparatively stable community, but this has changed in the last few years.

3.2.4 A significant driver of change has been the bedroom tax, which has required households who had occupied three-bedroom homes for many years to move to smaller homes in other parts of the city. Replacing these long-established households was a more ethnically diverse range of families.

Community capacity

3.2.5 Some households contained four generations, none of whom had ever worked. There were many 40-plus men and women who had never worked and at this point were unlikely to get work as they had to compete for jobs against younger, qualified, candidates.

3.2.6 Many people had a reading age of eight. This created barriers on several fronts. While people were just about able to cope with phone-based access to council and other services, the move to web-based communications had caused real problems for people with poor reading and writing skills.

3.2.7 Increasing numbers of people of all ages had smart phones. But often there was no credit on the phones and people often came to the SRC to access phones (and help from SRC members). The 2019 IMDB data for the level of literacy in the area was lower than the average for the city but higher than experienced in real life.

3.2.8 Lack of education had left many people with a deep lack of self-confidence and isolation. (One woman had lived opposite the adventure playground for more than four years without having the confidence to cross the road to engage with staff, also depriving her children of the benefits and advantages of playing there).

> **"Increasing numbers of people of all ages have smart phones...but often there was no credit"**

3.2.9 The Saffron Young People's project tended to concentrate on sport and did not fill the gap in programmes, which no longer existed, for young people moving from being youths to adults. 25year-olds within the community were finding that

there was literally nothing they could put on their CV.[6]

Education

3.2.10   A major school serving the community is the Samworth Academy. This has been judged inadequate by Ofsted. The Lancaster School (now an academy) was rated inadequate by Ofsted in 2016. Sir Jonathan North College, an all-girls' school, was rated outstanding in 2013 and is characterised by attracting students from a wide area across the city, with little apparent intake from the local community.

3.2.11   There was evidence of educational issues at primary school age level. The Goldhill Playground ran a group for excluded primary school children. One primary school child had been excluded for two years.

3.2.12   There was a sense that parents within the traditional community were not encouraging their children to achieve within the classroom or do homework. This was in contrast to first-generation new community children whose parents often encouraged them to do well at their education.

Employment and training

3.2.13   Most jobs now require at least three GCSEs simply to be able to get onto a training course. There was no easy step into employment of training; construction jobs, for example, had upskilled significantly in recent years. There were no longer any barrow-pushing site jobs.

3.2.14   Where (mainly young) people were in work it was often through agency work and they bounced "in and out" of employment. Irregular work patterns plus being paid weekly sometimes led to significant problems with UC payments, with people quickly and easily slipping into debt without realising it. Meanwhile a 25-year-old woman (supposedly from an IT literate generation) had tried to send an email to a web site address.

3.2.15   There was little evidence that anyone in the community was engaged or involved in adult or further education. The library was meant to be a hub with access to computers and advice. However there appeared to be a mismatch between the skills required to deliver these services and the staff being asked to deliver them.

3.2.16   Closures of other council community facilities had seen staff concentrated at remaining sites; this meant that ex-premises officers, with a different skills set, were the front-facing staff for the community. The skills and approaches required were different.

3.2.17   Figures evidencing a high level of usage at the library did not reflect the presence in the local community. They included lunch clubs which "reinforced" the figures. The reality was that the IT and other more traditional library facilities were not widely accessed by the local community.

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[6] See reference to the Step-Up programme, par 2.2.50

3.2.18 Projects which had worked in the past included the Step Up programme which involved intensive one on one mentoring of 25 year old unemployed people. A group of ten saw two people drop out but eight got through the programme, which included two months' work experience at the end, and who proceeded successfully to full and continual employment.

Further barriers to employment

3.2.19 **Transport**. One area of employment possibilities is Fosse Park. But to get there requires getting a bus into the city centre then out again. The cost of fares and combined journey times combined to form a severe barrier to accessing work.

3.2.20 The cost of getting a driving licence is also prohibitive for many. An estimated £2,000 for lessons, theory and practical tests makes driving inaccessible for many young people on the estate. One of the few areas of possible work is through agencies recruiting for adult social care, but these jobs usually required driving.

What might work

3.2.21 An agency in the area – even if it only says that there were no current opportunities. The truth at local level is better than the truth after having to get into town to a DWP office or similar.

3.2.22 Working with Leicester College to provide a pathway for local people into further education, or at least the three GCSEs now needed to access training and apprenticeships.

3.3 NEW PARKS: Evidence from New Parks Community Centre

3.3.1 Council-run and other assets within or serving the area included:

- Caldecote Primary school;
- Braunstone Frith Primary School
- New College;
- Ellesmere College
- New Parks Community Centre
- New Parks Library;
- New Parks Leisure Centre
- New Parks Adventure Playground

Evidence was sought from within the New Parks community, and an important witness was Jo Randall, who runs the New Parks Community Centre (NPCC), lives within the community and worked for 19 years in Early Years, including Surestart, for Leicester City Council.

3.3.2 She described her work at the NPCC, where she worked with a range of groups within the community, as well as the People Zone, a project funded by the Police and Crime Task Group. Users of and volunteers at the centre were mainly women.

3.3.3　Community related activities included the Youth Knife Crime Task Group (working with Cllr Kirk Master) and the New Parks Community panel. She said there had been a lot of mapping and studying of the community within New Parks but then - nothing happened. She advised that developments and improvements within the community needed to be community-led.

3.3.4　"We have to get more people involved, broaden the base of involvement. There is a culture of self-neglect within the community. There are a lot of female-only households, or households where there are two economically inactive members."

New Parks Community Centre (NPCC)

3.3.5　There was a range of volunteers at the centre, almost entirely female. (It's difficult to get males involved, partly because of the female profile there; however, if a man, young or otherwise is directly asked to do something he normally will; an example included applying anti-vandal paint. Events will also attract male interest.

3.3.6　The centre is used by a range of groups, including the dance group Jo set up. Other groups include
- Slimming World
- Madrassa Group, learning Arabic
- Moslem Prayer Group
- Bingo

3.3.7　There was also **The Community Café**

3.3.8　It was originally run by two volunteers who are now employed on a part-time basis. The staff had never worked, or done any training, had lacked confidence and had mental health issues. But they were good at "people" and liked cooking.

3.3.9　They did the relevant training relating to food hygiene and first aid. The training had to be done within the centre. The women did not have enough confidence to go to another venue to do the training. They passed the relevant tests, possibly the first exams they had ever taken, let alone passed, in their lives.

> "They passed the (food hygiene and first aid) tests, possibly the first exams they had taken, let alone passed, in their lives…"

3.3.10　The outcomes are improved confidence and improved mental health. Paid for 14 hours a week they often put in 30 hours each. It's changed their lives dramatically.

Dance school

3.3.11　Ms Randall evidenced that she was able to encourage a volunteer to get involved in running the school – she has been encouraged to go into training

and education. But each individual needed one-to-one encouragement and involvement.

Jobs

3.3.12　　There were no meaningful jobs available within the New Parks community, Ms Randell told the Task Group. The main potential sources of work would be Fosse Park and the Meridian Centre. The latter would be particularly useful to provide jobs for younger people. But neither centre is accessible from New Parks by public transport. "Fosse Park is five or six minutes by car. But if you don't have a car that's no good," Ms Randall said in evidence.

Department of Work and Pensions

3.3.13　　The DWP encourages people looking for work to volunteer. Ms Randell said she knew number of people had given the NPCC's details to the DWP but had never been contacted to ask to place a volunteer.

3.3.13　　She had been working with a 23-year-old who was with the 20:20 project – again not referred by the DWP. However, she heard that this project was going to close. Short-term funding and the ending of projects causes communities to lose confidence and needed to change.

Community isolation

3.3.14　　In evidence to the task group Ms Randall said that while community groups were active within the area and used the community centre their scope and numbers of people involved were limited and there was a problem in reaching the wider community. A community forum had tried to vary meeting times to attract a wider pool of interested people within the community, but without success.

3.3.15　　The problems in outreach into the New Parks community were exemplified by a project called People Zone[7], funded through the office of the Police and Crime Task Group with an objective of identifying areas of deprivation and looking for community levers to help moderate antisocial or damaging behaviour.

3.3.16　　One of its target areas was New Parks and the project undertook a significant exercise in mapping what resources were available within the community.

3.3.17　　However, by late 2019 it had paused its activities. It reported that the buy-in from partners was "mixed" and community leadership was "underdeveloped.".

3.3.18　　Community engagement is being addressed within the council on a number of fronts. A report to the Heritage Culture, Leisure and Tourism Scrutiny

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[7] https://www.peoplezones.co.uk/new-parks

Task Group in October 2019[8] highlighted community outreach work being done by the Museums service.

In April 2018 Leicester City Council's Museums service was awarded National Portfolio Organisation (NPO) funding from Arts Council England.

3.3.19 A key strand of this funding is to focus on increasing Leicester residents' engagement with the museum service in a range of ways, either through physical visits, contact with staff at community venues, digital engagement and working with community partners to support their programmes.

3.3.20 Objectives of the NPO programme included:

- To increase the diversity of audiences to reflect Leicester's communities;
- To provide high quality learning experiences for people of all ages.
- To increase relevance, rooting the service within the local community & involving local people in our work.

Mechanisms for achieving these objectives include development of a temporary exhibition programme to encourage greater engagement with collections at targeted groups such as BAME communities and C2DE communities and community engagement programmes, including three community-curated exhibitions a year at Highfields, New Parks and St Barnabas libraries.

3.4 ADULT EDUCATION IN LEICESTER

3.4.1 At a national level, adult education enrolments had fallen for three years in a row and in February 2020 was at the lowest level for 23 years, In Leicester, however, participation had increased. The task group was told course attendances were 13% up in 2018-19.

3.4.2 Kerry Gray (Head of Adult Learning, Leicester City Council) presented a range of metrics relating to adult education activity and course provision within Western and Saffron wards, set against activities for the rest of the city. Activity in New Parks was centred on the library.

3.4.3 Analysis of who attended classes in Pork Pie and New Parks libraries indicated that they came from throughout and even beyond the city, rather than from the local, most deprived, communities.

3.4.4 Saffron residents most frequently went through the Adult Education College. Those who did enrol through the Pork Pie Library tended to take ESOL courses. Small numbers of Saffron residents went on courses at other centres across the city.

[8] http://www.cabinet.leicester.gov.uk:8071/ieListDocuments.aspx?CId=738&MId=9417&Ver=4

3.4.5   New Parks East and West residents also went mainly through the Adult Education College. A very few signed up through New Parks library, which had fewer students than Fosse Neighbourhood Centre.

3.4.6   In the face of low enrolments at New Parks & Pork Pie Libraries in 2018-19 a revised programme was developed, and additional promotional materials and staff resources were targeted at the venues in September 2019.

3.4.7   By January 2020 both venues had exceeded their total enrolments for the previous full academic year. In both venues the take-up of Basic Computing courses had been boosted by the Additional Digital Support programme developed in response to Universal Credit rollout.

Map 1: New Parks Library – 64 enrolments in 2018-2019

Map 2: New Parks Library – 102 enrolments in 2018-2019
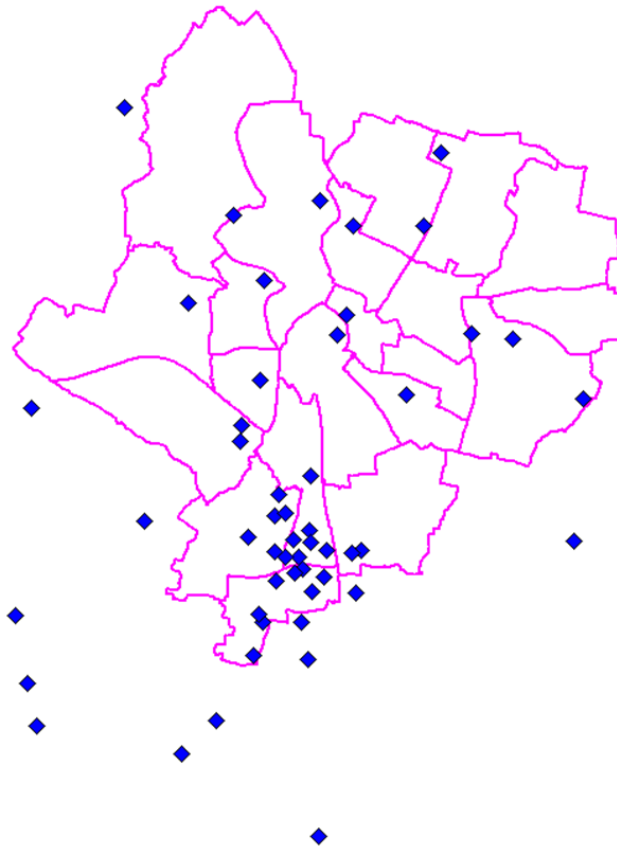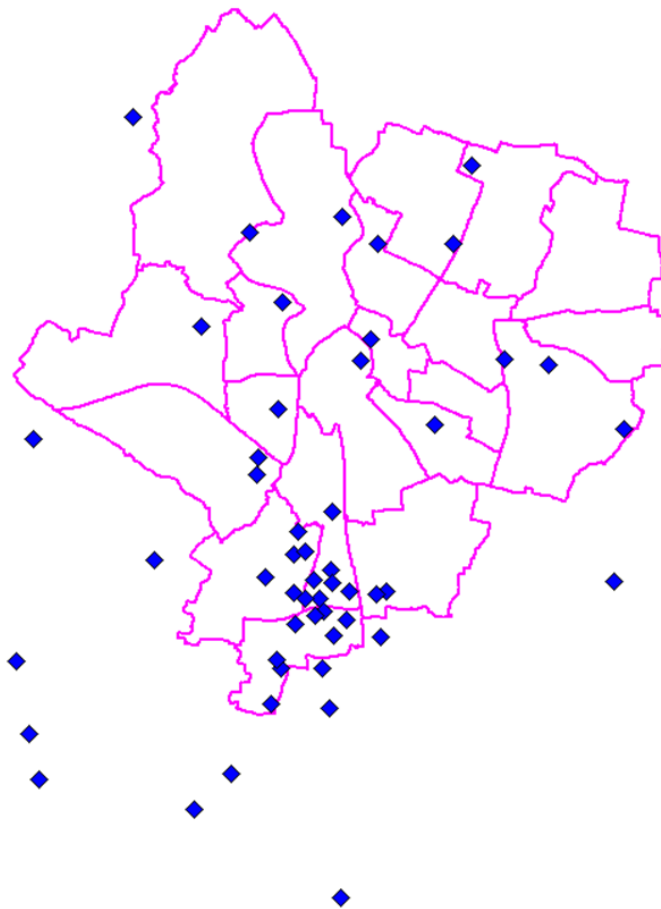
3.4.8   In both venues the take-up of Basic Computing courses had been boosted by the Additional Digital Support programme developed in response to Universal Credit rollout.

3.4.9   Participants at these venues did not all live locally. This can be because they worked or had family in the area or were accessing a course at a day or time that suits them and location was less important.

3.4.10   In 2019-2020 there had been an increase in enrolments at Pork Pie Library courses, but students were not particularly local. In New Parks Library there was a clearer impact of the local marketing although the increase in enrolments was less significant.

3.4.11   All LASALS outreach activities are in deprived parts of the city. There was a problem in that stronger centres across the city tended to win the right to run courses because of the numbers indicating they were willing to support the courses. This mitigated against running courses at less well-supported centres serving more deprived communities.

3.4.12   The problem (not unique to the service) re adult education was how to attract people to sample courses. That was a particular problem in

Saffron/New Parks. At New Parks library there was an issue in engaging with the local community.

3.4.13 Neil Hodgkin (Saffron Resource Centre) echoed this point. He said that when the Linwood Centre in the Saffron Ward was at its peak there was a one-stop skills and training shop. People got tricked into upskilling, he said, with a coffee leading to degree in the end (in some cases).

3.4.14 He described the library as a closed-door facility and a non-used facility. "I'm not anti-library; I'm against libraries that don't work. People from toddler groups at the library are NOT from the local area. People go there to keep warm."

3.4.15 The building appeared not to be well-used in the area. Kerry suggested that the service was looking to pilot courses at the Eyres Monsell Community Centre in addition to the Pork Pie Library programme to see if that venue was more accessible to the Saffron community.

3.4.16 Muriel Russell (GREAT project) said that from their experience the motivation towards education was low. Mostly people were looking for low-pay low-skill jobs.

3.5 LEICESTER BASED EUROPEAN SOCIAL FUND AND NATIONAL LOTTERY COMMUNITY FUND SUPPORTED PROJECTS

3.5.1 The Task Group heard evidence on two projects which were at least in part funded by the European Social Fund. Described as the YES project (Youth Employability Support Project) and GREAT (Getting Ready for Employment and Training), both were run within the city by staff of Voluntary Action Leicestershire (VAL). Performance data for both projects were given in evidence to the Task Group.

3.6 YOUTH EMPLOYABILITY SUPPORT PROJECT (YES)

3.6.1 The YES project offers local NEET young people specific support and skills development to help them overcome barriers and proceed to further education, training or employment. It is led by VAL but brings together seven organisations, including TwentyTwenty, The Prince's Trust, Soft Touch Arts, The Bridge, Bangladesh Youth & Cultural Shomiti, Leicestershire Cares and Highfields Community Association.

3.6.2 The network aims to deliver a range of support, including employment skills and experience, creative arts skills, qualifications and mentoring and intensive one to one support. Each young person is assigned a key worker for throughout their time on the project.

3.6.3 The project has out-performed its programme target, (559 by end of[9] March 2020 against target of 780 to end of March 2022). It also saw 160 young people into employment and 105 into education/training.

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[9] Figures on outputs were updated from the evidence provided to the Task Group

3.6.4   Out of the 160 participants who have gone on to employment by the end of March 2020, 110 were unemployed on entry into the project and had been out of work for a combined total of 1215 months and 68% of these participants were long-term unemployed (out of work for 6 months or more) on entry into the project.

3.6.5   The project's employment support such as tailored work placements and interview practice, has proven to effectively target key barriers to youth employment. YES had achieved 139% of its end of project employment target by March 2020 and 105% of its education end of project target.

3.6.6   As in the Manchester scheme the role of the key worker was seen as vital in helping youngsters achieve their objectives in the programme as well as accessing mental help support services.

3.7   **GETTING READY FOR EMPLOYMENT AND TRAINING PROJECT (GREAT)**

3.7.1   The project is aimed at anyone over 18 in a family environment. The partnership includes local authorities and Job Centre Plus in Leicester and Leicestershire. It is delivered across Leicester and Leicestershire by **employment support officers (ESOs)**.

3.7.2   Support includes help with job seeking skills (CV writing, interview skills, job searching and applications), confidence building, personal development and health and wellbeing support, and a partner sourcing work placements and employment opportunities specifically linked to the participants' skills and areas of interest.

3.7.3   ESOs provide a one to one support and mentor role to steer each participant through what is best for them to attain their goal. In addition, activities relating to confidence building and pop-up childcare provide additional support. The ratio of women to men on the project was roughly 3:1.

3.7.4   Those on the project appreciated the interventions and support of the ESO. Group sessions and working were also found to be helpful. 45% of those who went through the GREAT programme have gone into jobs. Taking people to places of work has opened their eyes to job opportunities and employers had been prepared to offer jobs.

3.7.5   Of the 131 people who had exited into employment by the end of March 2020, more than a quarter were in caring roles, more than a quarter in retail and customer service and more than a fifth are in Elementary occupations. In terms of sectors, nearly a third (30%) worked in the wholesale and retail sector, a fifth in food services and accommodation and more than a fifth in Health and Social Care.

3.7.6   In discussion after the presentations it was stressed that no funding for these programmes would be available after 2023, when European funding ended.   ESF-type replacement funding consultation was due to come out two years ago but had not appeared so far. The Ministry of Housing,

Communities and Local Government, was working on developing the UK Shared Prosperity Fund and aimed to launch a consultation.

3.8   LEICESTER STEP-UP PROJECT

3.8.1   This project ended in 2015 and was subject to an evaluation by Leicester City Council's Economic Regeneration Group. Step-Up provided personal mentoring for young people and provided financial incentives to employers to employ them, even if for a comparatively short period.

3.8.2   Objectives included seeking to identify and remove multiple barriers to securing long-term employment and to increase confidence, motivation and offer job search support to enable employees to secure long term employment.

3.8.3   An evaluation found[10] the scheme had "successfully re-engaged unemployed young people from Leicester's deprived neighbourhoods." Over two years (2013-2015) the scheme "brokered over 300 jobs with local employers from a range of sectors, offering a substantial incentive to employ 18-24 year-olds who had been unemployed for a minimum of six months.

3.8.4   "The job opportunities attracted at least 800 referrals from strategic partners and generated 252 job outcomes. The majority of Step-Up employees (living in) non-affluent wards in the city represented 70% of overall starts. Of those that had exited the scheme to date (169), 75% on average had not returned to claiming Job Seekers' Allowance (JSA).

3.8.5   This figure is in fact 97% for those that were employed directly within the city council in Phase 1 (of the project). These significant outcomes have contributed to the overall reduction in the city's (18-24) Job Seekers Allowance (JSA) claimant rates, which in fact have fallen by 79% from April 2013 to April 2015. By contrast, Employment and Support Allowance (ESA) claimants over the same period increased by 49.5%.

3.8.6   It drew on council, private sector and voluntary sector agencies. One aspect of the project was the intensive mentoring carried to help make young people more work-ready as well as mentoring in-work.

3.8.7   This mentoring and personal support aspect was identified by Neil Hodgkin as a positive and successful aspect of the Step-Up project. One issue with it however was the comparatively short-term nature of employment, which was typically three to six months.

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[10] https://www.leicester.gov.uk/media/180866/step-up-evaluation-report-july-2015.pdf

3.9 NEET data

3.9.1 NEET data for the wards was presented. Most of the cohort was aged 17, and while the male-female split in Saffron was roughly equal NEET registrations in the Western Ward showed a ratio of more than 2:1 in favour of males.

NEET age 16-18 (academic age Yr12 and Yr13) as at 20/11/2019

Ward Comparison

Ward	NEET	% of Total NEET
Western	32	11%
Braunstone Park & Rowley Fields	25	9%
Beaumont Leys	21	8%
Abbey	20	7%
Saffron	19	7%
Eyres Monsell	19	7%
North Evington	18	6%
Humberstone & Hamilton	17	6%
Stoneygate	16	6%
Fosse	13	5%
Thurncourt	10	4%
Aylestone	10	4%
Troon	9	3%
Belgrave	8	3%
Spinney Hills	8	3%
Castle	7	3%
Evington	7	3%
Rushey Mead	6	2%

Characteristics

	Saffron	Western
Female	9	10
Male	10	22
Age 16	1	0
Age 17	7	26
Age 18	11	6
SEN	2	8
LAC	0	1
Care Leaver	1	0
YOS	0	0

3.9.2 Professor Payne pointed out that youth transitions into the labour market had become longer and more protracted. The official definition of NEET has

also been extended from those aged 16-18 to 16-24. There are two groups of NEETs; the 'economically active' who are seeking work; and the 'economically inactive'. He questioned how much data was available on the 'economically inactive' group who are not actively seeking work and not claiming job seekers allowance. Nationally, these make up the majority (60%) of NEETs. If they were economically inactive how did one know where they are?

3.9.3   Kerry Gray said tracking started when youngsters left school but that people disappeared. It was suggested they could have gone into the informal economy or become involved in crime, including organised and county lines-related criminal activity.

3.9.4   Professor Payne said that a leading expert on NEETs in the UK, Sue Maguire, with whom he was in contact, was very worried about the invisibility of 'economically inactive' NEETs and the paucity of data on this group.

3.9.5   Some NEETs will have done quite well and dropped out of the data; others may have mental health issues and require very bespoke specialised attention.

3.9.6   Nancy Freeman (YES Project), said the project was working with more and more young people. It had 300 people who are economically inactive referred to us by the DWP, Connexions, and the CAMHS service, she said.

3.9.7   Professor Payne said that in Leicester there was a multiple issue about the long-term unemployed and youngsters not in education, employment and training (NEETs) across the city. There was also an issue about groups not picked up in the NEET data, in particular those who were 'economically inactive'. He cited young women with children who relied on family support.

3.9.8   Professor Payne also noted that services aimed at supporting NEETs had been subject to major cuts in England and that responsibility for collecting data and tracking had fallen to local authorities. Of particular concern was the sub-group who are not actively seeking work, and therefore fall outside DWP initiatives.

3.9.9   There is a danger that this group was becoming invisible, and increasingly forgotten about, and that this was exacerbated by lack of good data. With little funding available for targeted support the gap was increasingly being filled by EU social funding and an expanding role for charities and philanthropy. There were some local initiatives; British Land, for example, had a scheme for training and recruitment at the Beaumont Leys retail centre.

3.9.10   Professor Payne suggested research on what works with groups furthest from the labour market in terms of accessing work pointed to voluntary participation in initiatives which provide access to personalised, one-to-one support and coaching.

3.9.11 He referenced a Manchester-based project called **Working Well** whose model involved intensive one on one support and mentoring for people in or at risk of long-term unemployment.

3.9.12 He advised that this was a highly resource-intensive policy at a time when local government funding was being radically cut by central government. There were also issues around employer engagement and about which types of employers were willing to get involved with these types of initiative. This is an area where more research was needed to find how what works.

3.9.13 Professor Payne noted that public transport was often a barrier to opportunity for those in deprived neighbourhoods. The restriction to low-wage jobs limited commuting choices because the costs involved in journeying to work can mean it was not financially viable to take a job. This often implied a need to invest in affordable buses and bus routes to open up opportunities. Transport was only one part of the picture, however, and does not address job quality issues.

3.10   Productivity in Leicester business and industry

3.10.1 Professor Payne met with Cllr Waddington in November 2019 and provided the following evidence. He noted that the government framed the issue of 'inclusive growth' in terms of a growth-first, work first agenda and widening participation into work by equipping people with the skills needed to access the labour market.

3.10.2 But he said there was a need to recognise that the quality of jobs – their nature, rates of pay and lack of a pathway to a **sustainable** working life and career – was an issue. For example, the precariousness and lack of security of some jobs disrupts welfare support and can make it difficult for some to engage, especially where they have caring commitments.

3.10.3 In terms of defining 'economic exclusion' it could be useful to develop a definition which reflected its multi-dimensional nature. As well as acute economic disadvantage and exclusion from the labour market, a definition could choose to include issues of poor job quality (e.g. low wages, uncertain hours, lack of security, limited progression pathways). It might also capture issues of isolation from opportunity through limited access to good schools and jobs close to where they live.

3.10.4 He refenced a study, [Precarious pathways to employment for young people (Kate Purcell and colleagues)](#) which took place in Leicester (amongst other cities) and which found that apart from the creative industry and the voluntary sector, many employers, including those in Leicester, had little buy-in to providing work experience opportunities as part of a corporate social responsibility agenda.[11]

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[11] 'Apart from the voluntary sector, the only organisation to mention explicitly a sense of social obligation was in the creative industries. …All the other organisations in our sample viewed themselves as solely receivers of a mixed bag labour supply, over which they have little or no control…Should

3.10.5   The research shows that young people with limited financial and social networks were often faced with insecure and demanding work (increasingly used by employers as a 'screening device' to mitigate risk) and this can make it very difficult for young people to get a foothold in the labour market.

3.10.6   He said there was also a danger that local initiatives aimed at long-term unemployed could become or be seen to be recruiting agents for employers no-one else wanted to work for (including zero working hours employers). There was a need to engage with major employers, though he felt this might be challenging.

3.10.7   Cllr Waddington felt the main avenue for employer engagement was likely to be through the major public sector employers within the city – council, health services and the universities. They could form **anchor institutions** in the way that **Preston City Council** had identified major sectors, including other local authorities, the county council and police and university had worked together on the Preston model of keeping money within the local economy. Local authorities might seek to ring fence some entry-level jobs for local residents while also addressing the quality of those jobs and potential progression routes. In this way, local authorities can lead the way by example.

3.10.8   Important features of the **Preston model** included:

- A strong procurement strategy aimed at keeping and promoting local jobs, training and local employment (this might include contract clauses requiring employers to meet certain labour standards and to consider deprived neighbourhoods in their recruitment and selection approaches)
- Living wage
- Training.

3.10.9   Looking at local level there was a multiple issue about the long-term unemployed and youngsters not in education, employment and training (NEETs) across the city. Professor Payne said there was also an issue about groups not being picked up in the NEET data. He cited young women with children who relied on family support and who were not actively seeking work.

3.10.10 Professor Payne also noted that services around NEETs had been subject to major cuts in England, and that responsibility for collecting data and tracking this group had fallen to local authorities. Of particular concern is the 'economically inactive' sub-group[12], who were not actively seeking work, and therefore fall outside DWP initiatives.

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employers feel a greater sense of social obligation. We say yes. But in our evidence 5 of the 7 sectors show little evidence of social obligation.' (Purcell et al 2017)

[12] They account for 6 in 10 of NEETs in England and outnumber the 'economically active' group who are actively seeking work. Many do not engage with DWP because of its sanctioning regime. This group is hard to research (a black box) and little is known as to what works for this group. Available

Scrutiny

3.10.11 There is a danger that this group becomes invisible, and increasingly forgotten about, and that this was exacerbated by lack of good data. With little funding available for targeted support[13] the gap was increasingly being filled by EU funding and an expanding role for charities and philanthropy. Cllr Waddington stressed that the review would need detailed local NEET data as part of its investigation.   There were some local initiatives; for example, British Land had a scheme for training and recruitment.

3.10.12 Professor Payne suggested that research on what works with groups furthest from the labour market in terms of accessing work points to *voluntary* participation in initiatives which provide access to personalised, one-to-one support and coaching.

3.10.13 He referenced the Manchester-based project called Working Well which worked on a model which involved intensive one-on-one support and mentoring for people in or at risk of long term unemployment. He advised that this was a highly resource-intensive policy at a time when local government funding was being radically cut by central government.

3.10.14 There were also issues around employer engagement and which types of employers are willing to get involved with these types of initiative. This is an area where experimentation is needed to find how what works.

3.10.15 Transport was also discussed. Professor Payne noted that public transport can be a barrier to opportunity for those in deprived neighbourhoods. The restriction to low wage jobs limits commuting choices because the costs involved in journeying to work can mean it is not financially viable to take a job. This often implies a need to invest in affordable buses and bus routes to open up opportunities. Transport is only one part of the picture, however, and does not address job quality problems.

3.11 Professor Ed Cartwright evidence

3.11.1 Leicester has a low-wage, low productivity economy, he said.[14] Professor Cartwright introduced discussion on the issue at a time when the Resolution Foundation had published a paper on the issue.[15]

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research suggests the reasons for inactivity are often linked to complex mental health issues and caring responsibilities, as well as lack of help and support, rather than poverty of aspiration.
[13] The picture is different in Scotland and Wales where devolved administrations have maintained support programmes. There is also a stronger policy focus around job quality and fair work.
[14] A Local Government Information Unit (LGIU) briefing (27 May 2020) on health issues commented: **Liverpool City Region's** (LCR) wealth and wellbeing programme was funded by Public Health England and supported by LCR and the **Merseyside councils**, with a lead DPH (**Sefton**). The programme used a systems leadership approach to develop a compelling, evidence-based narrative about the links between productivity and ill health, particularly mental health. As a result, 'Good work, good health and wellbeing for all' is one of the emerging Local Industrial Strategy's four key priorities.

[15] https://www.localgov.co.uk/Work-alone-cannot-eliminate-poverty-think-tank-says/49929

3.11.2   He said it was not possible to look at economic development in the city without looking at the performance of companies. He said that, in summary, productivity in Leicester was low.

3.11.3   It wasn't just the issue of wages. Working conditions and job security also contributed to in-work poverty. By contrast Derby had[16] a much more productive economy, and Preston had increased its productivity over the past four years until it was at the national average. This was regarded as a significant success.

3.11.4   Within Leicester there were significant differences across the three constituencies; Leicester West has half the number of firms compared with Leicester South and East. In this respect Leicester West stood out as being different and raised the question about whether the opportunities for people in this area were different.

3.11.5   Gurjeet commented that the rate of employment was one of the indicators used by Government within the IMD. Leicester, while 32nd-most deprived authority in the country, was boosted by its employment rate. This did not, however, take into account the extent and depth of in-work poverty.

3.11.6   The task group wondered whether there was a measure of economic apartheid, with employers unwilling to employ people from some parts of the city, including the New Parks area. DMU, for example, was a major employer within the city but it was likely that few or none of the residents in the Saffron or New Parks areas were employed there.

3.11.7   Employers might have a concealed or unspoken reluctance to employ people living in some postcode areas. The issue would be very difficult to tease out in employer surveys because of the sensitive nature of the issues involved. There would be some difficulty in teasing out issues of stereotyping or perhaps previous experience with employing some members of the community. These issues could not be teased out by direct questioning.

3.11.8   It was suggested that travel to work data being collected as part of the case being prepared for the proposed Workplace Parking Levy be used to analyse in greater detail commuting habits, as far as possible, within, out of and into deprived communities within the city.

3.11.9   Another general issue would be to better understand where the productive firms were within the city and whether they drew employment from within Leicester – and also to think about encouraging firms, even if they did not raise wages, to work on improving conditions.

3.11.10   There was evidence that poor working conditions contributed to, among other things, deteriorating mental health, depression and other adverse medical conditions.

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[16] Until the Coronavirus crisis which has badly hit the Rolls Royce manufacturing business in the city: the company is shedding 9,000 jobs from its 52,000 word-wide workforce, 1500 of them in Derby.

3.11.11 Transport to employment constituted a significant barrier to employment within deprived communities in Leicester. Fosse Park was five minutes' or so by car, but New Parks and Saffron residents needed a journey by bus into the city centre and then another out again. Another major regional employer was East Midlands airport, but it was a major ordeal to get there.

3.11.12 Professor Payne also referred to the issues of low wage work, in-work poverty and low productivity which were interconnected. He described the relationship between wages and productivity as complex. Businesses could 'sweat their assets' through strategies focused on cost minimisation and work intensification (he described this as the Roman galley model) or increase added value.

3.11.13 More strategically the city could look to:

- Attract companies to the city
- Create a business improvement strategy aimed at improving company performance.

Against a background of a weak national regulatory framework at local level there was an option of experimenting with innovative approaches to address the low skill/low wage economy and support better use of skills at work. 'Supply-side' skills policies alone are insufficient as they do not address issues of poor skills utilisation and low job quality on the 'demand-side'. The OECD[17] has a framework for better skills utilisation which emphasises the need to address skill supply, demand and usage. It emphasises the need for holistic and integrated measures at a local 'ecosystem' level which bring together economic development, business improvement, workplace innovation, and employment and skills. This can involve targeted and bespoke measures aimed at particular firms, in which skills and training support are one element of a wider package of measures to help the firm improve and become more demanding in terms of skills use.

While such interventions were part of a voluntary business support/improvement offer, Professor Payne emphasised that the business support infrastructure for doing so was limited in England and had not been a policy priority. Furthermore, the idea of going into a firm and promoting improvement was anathema to some companies and policy makers. Some firms, especially small-and medium-sized enterprises, however, might welcome such assistance where it meets their particular needs.

3.11.14 He noted that most upskilling projects had been European-funded. There was a tendency for funding to go to firms for business improvement/training. There was little evidence that the LLEP was mapping skills utilisation or developing policy in this area, though this situation is also reflected in the national picture. The lack of attention afforded to skills utilisation by LEPs in England has been signalled by the CIPD.[18]

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[17] http://www.oecd.org/publications/better-use-of-skills-in-the-workplace-9789264281394-en.htm

[18] The Chartered Institute of Personnel Development has investigated the extent to which Local Enterprise Partnerships understand and are putting in place policies and programmes to address skills demand and use. Among its observations: "Despite the noted productivity benefits of skill development/matching, many firms (particularly smaller or family-owned

3.11.15 A local framework could include policies aimed at getting local people, including those from disadvantaged communities, into local jobs. Some councils have policies which encourage local employment. The council's procurement strategy had a social value element which could achieve this to some extent.

3.11.16 Professor Payne, in a meeting with the Chair of the Task Group, noted that the government had framed the issue of 'inclusive growth' in terms of a "growth-first", "work first" agenda centred around widening participation into work by equipping people with the skills needed to access the labour market.

3.11.17 While helping people into work was important, he said there was also a need to recognise that the quality of jobs – their nature, rates of pay and lack of a pathway to a sustainable working life and career – was an issue that also needed to be addressed. For example, the precariousness and lack of security of some jobs disrupted welfare support and can make it difficult for some to engage, especially where they have caring commitments.

3.11.18 In terms of defining 'economic exclusion' it could be useful therefore to develop a definition which reflects its multi-dimensional nature. As well as acute economic disadvantage and exclusion from the labour market, a definition could choose to include issues of poor job quality (e.g. low wages, uncertain hours, lack of security, limited progression pathways). It might also

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firms) continue to take a 'low-road' approach to labour and see it as a cost to be minimised, rather than an asset to be invested in. This results in the widespread offer of low-skilled work in the UK.

To address this, a recent Organisation for Economic Co-operation and Development (OECD)1 report exhorts an 'ecosystem' approach to skills utilisation that seeks to reconcile skills supply and demand at higher levels. Mechanisms to influence skills demand include job design and robust human resource management practice, perhaps via business support programmes, to increase job quality and skills usage in the workplace.2 The OECD further calls for local-level approaches to economic development, arguing that these are particularly appropriate for small and medium-sized enterprises (SMEs), which often have a local focus. In England, local skills policy falls within the remit of Local Enterprise Partnerships (LEPs), which are the vehicles charged with promoting local economic growth and establishing Strategic Economic Plans to outline how to deliver this. Many have, however, questioned the LEPs' capacity to deliver on this remit, given their size, resources and tendency to reflect national policy in prioritising skills supply over attempts to influence demand. While LEPs vary widely, many operate within low-skills equilibriums, that is, supply of and demand for low-level skills, which creates a negative cycle of firms operating low-road approaches and failing to invest in the workforce and their skills."

The CIPD report, based on detailed interviews with LEPs, goes on to note that: 'many LEPs appear to have made limited progress towards the ecosystems approach recommended by the OECD and continue to emphasise skills supply over skills demand. Skills utilisation is thus compromised and flaws are revealed in the assumption that simply delivering higher-level skills into the local economy will result in employers offering employment that requires these skills, moving up the value chain and enhancing productivity' (p3). The issues reflect problems of lack of resources but also conceptual framings and understandings of the 'skills problem'. For discussion of these issues in the Midlands, see also Payne, J. (2019) 'LE(a)P in the dark? Devolution, local skills strategies and inclusive growth in England', *Journal of Education and Work*, 31:5-6, 489-502, https://www.tandfonline.com/doi/full/10.1080/13639080.2018.1534226

capture issues of isolation from opportunity through limited access to good schools and jobs close to where they live.

3.11.19 He refenced a study, [Precarious pathways to employment for young people (Kate Purcell and colleagues)](#)[19] which took place in Leicester (amongst other cities) The report showed that young people have problems accessing stable employment because of lack of work experience, and that many employers see them as more risky than their older peers.

3.11.20 The report found that apart from the creative industry and the voluntary sector many employers, including those in Leicester, had little buy-in to providing work experience opportunities for school leavers or offering help to young people with social and economic problems, as part of a corporate social responsibility agenda.[20]

3.11.21 The research showed that young people with limited financial and social networks were often faced with insecure and demanding work. Precarious employment is increasingly used by employers as a 'screening device' to mitigate risk in taking on a young person as it allows a try-before-you-buy approach. This could make it very difficult for some young people to gain a secure foothold in the labour market from which to sustain themselves. Employers also tend to see themselves as takers rather than shapers of a 'mixed bag' of local labour supply.

3.11.22 He said there was also a danger that local initiatives aimed at helping the long-term unemployed could become, or be seen to be, recruiting agents for employers no one else wanted to work for (including zero working hours employers). More research was needed on which employers engage with these initiatives, the depth of such engagement, what motives this engagement, and the quality of employment that results.

3.11.23 There was a real need to engage with employers, though he felt this might be challenging. However, given the limited research available, he felt it was important to test the depth of employer commitment and corporate social responsibility. Cllr Waddington felt the main avenue for employer engagement was likely to be through the major public sector employers within the city – council, health services and the universities.

3.11.24 They could form anchor institutions in the way that Preston City Council had identified major sectors, including other local authorities, the county council and police and university, which had worked together on the Preston model of keeping money within the local economy.

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[19] [Precarious pathways to employment for young people (Kate Purcell and colleagues)](#)

[20] 'Apart from the voluntary sector, the only organisation to mention explicitly a sense of social obligation was in the creative industries. …All the other organisations in our sample viewed themselves as solely receivers of a mixed bag labour supply, over which they have little or no control…Should employers feel a greater sense of social obligation. We say yes. But in our evidence 5 of the 7 sectors show little evidence of social obligation.' (Purcell et al 2017)

3.11.25 Local authorities might seek to ring fence some entry-level jobs for local residents while also addressing the quality of those jobs and potential progression routes. In this way, local authorities can lead the way by example.

3.12 Social value in procurement

3.12.1 Cllr Waddington felt the social value elements of the Leicester City Council procurement policy could be examined in more detail. The Economic Development, Transport and Tourism Scrutiny Task Group had completed a review on social value in procurement in March 2017.[21]

3.12.2 A draft model social value charter included the following objectives for the council:

- seek delivery of economic, environmental and social benefit through decisions taken in respect of its procurement and Task Grouping activities, as part of its planning process and through grants/loans offered
- continue to work with local people, business and other organisations to identify the best means to deliver social value
- ensure that social value requirements placed on businesses and other organisations are relevant, proportionate and fair
- focus on the most significant relevant procurements, planning applications and grants/loans offered to maximise benefit
- work with internal staff, businesses and other organisations subject to this Charter to improve understanding of social value; and
- provide information, training and support on processes.

3.12.3 The council published a social value charter in October 2018 including many of these themes and addressing elements such as local procurement of goods and services, local employment and training, improving environmental sustainability and doing business ethically.

3.12.4 Head of procurement Neil Bayliss and assistant Mayor Cllr Danny Myers gave evidence to the Task Group about how the charter might be working in practice.

3.12.5 Cllr Myers said procurement should provide levers to encourage employers to pay the living wage and other decent working conditions. Most anchor institutions (hospitals, NHS universities, police, councils) should pay the living wage and HR should provide support/information re childcare/benefits other support, he said.

3.12.6 In respect of procurement re SEND work-ready people he said the authority was looking at not necessarily advertising jobs but targeting NEET and other groups with partners such as Leicester City Council. Entry level jobs were at a premium, he noted.

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[21]http://www.cabinet.leicester.gov.uk/documents/s83596/Adding%20Social%20Value%20Task%20Group%20report.pdf

3.12.7   It would be worth asking universities and other major employers if they would also take that approach. The council was asking potential contractors to take the social value element of procurement into account and there was evidence that this is starting to bear fruit.

3.12.8   The £450m to be spent on the hospital estate was going to be a five to six-year project – the biggest package of work in the council area for the next few years. A social value framework will be built into the project's procurement.

3.12.9   It was going to be a range of contracts and will have the opportunity of providing a series of opportunities to procure at local level. The length of contract meant employers could start and complete training and apprenticeships.

3.12.10 Cllr Myers said the council had apprenticeship schemes and was looking at project-based schemes rather than place-based schemes. He added that it was quite difficult to procure at LLEP level; that would require some kind of contribution from the business community to set up a mechanism.

3.13   The Preston Model

3.13.1   Members were keen to learn in detail about the way in which this model worked. It has been cited as a major success in using a range of policy and economic levers to enable public sector and other clients to secure more local procurement of goods, services and contracts.

3.13.2   Unfortunately, a visit planned for March 2020 to Preston Council to meet staff and see local projects had to be abandoned due to the growing threat of the coronavirus pandemic. However, the Task Group was briefed on the Preston project as set out from 2.3.7 below.

3.13.3   Local authorities have looked at a range of ways by which they can increase their economic power, effectiveness and influence at local level, in many cases against a background of economic decline and social stress.

3.13.4   Objectives include the retention or creation of jobs within the community, retention and creation of enterprises at local level and influencing providers of goods and services to councils and encourage and foster positive working practices through progressive procurement practices.

3.13.5   As well as encouraging contractors and service providers to employ local people on living wage terms councils are increasingly looking to write into procurement documentation terms requiring or encouraging training of local people and, increasingly, a requirement to recognise climate change factors and to include mitigation in the delivery of goods and services.

3.13.6   All of this takes place, however, against a continuing reduction in supporting finance from central government and a need to keep costs as low as possible. How costs are evaluated and measured is a key factor in recognising the importance of the development and promotion of a local economy and the retention of spending within the economy at local level, as far as possible.

Preston Circular Economy

3.13.7   For some years the actions and policies put in place by **Preston City Council** have been held up as an important and successful model for increasing the effectiveness of council spending at local level.

3.13.8   A report in July 2019[22] by the Centre for Local Economic Strategies (CLES), summarised what had been achieved under the Preston model. It identified five key elements to the strategy:

- Plural ownership of the economy
- Making financial power work for local places
- Fair employment and just labour markets
- Progressive procurement of goods and services
- Socially productive use of land and properties.

3.13.9   Outcomes over a number of years indicate that retained spending among so-called anchor institutions – key local partners and employers – rose from £38.3m in 2012/13 to £112.3m in 2016/2017. CLES said: "Within the wider Lancashire economy (including Preston) £488.7m of spend had been retained, a rise of £200m from the baseline analysis."

3.13.10 Since the project started an extra 4,000 employees within the city of Preston had started to receive the Living Wage. This effect went beyond the City Council to other parts of Lancashire.

Local economic partners

3.13.11 Preston City Council implemented a number of individual policy actions, including in 2012 becoming the first northern English council to be accredited as a Living Wage employer by the Living Wage Foundation.

3.13.12 But a number of other organisations were also important partners in implementing the economic plan within the county. A consortium of so-called anchor institutions was identified and consist of:

- Lancashire County Council
- Lancashire Police and Crime Task Group
- University of Central Lancashire
- Community Gateway – the housing association created by the transfer of Preston Council's housing stock in 2005. It is a tenant-led co-operative
- Preston's College

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[22] How we built community wealth in Preston

- Cardinal Newman College

3.13.13 Between them these organisations have an annual spend of £1bn. A key mechanism for change was the introduction of procurement strategies which saw that between 2012/13 and 2016/17 local retained spending in Preston rose from five per cent to 18.2% and within Lancashire from 39% to 79.2%.

3.13.14 The circular economy as a concept has grown within many national economies. Preston council, in conjunction with CLES, has worked with the European URBACT III Procure network to educate and share good practice in how procurement can create a good local economy.

3.13.15 Preston has helped develop **CLEVR Money**, a credit union operating across Blackpool, Preston and the Fylde and through which City Council employees are able to make payroll savings. These savings contribute to a revolving loan fund available to council staff and community members of the credit union, supporting access to finance in deprived areas of the city.

3.13.16 Preston, South Ribble and Chorley have agreed a Central Lancashire Skills and Employment **Supplementary Planning Document**. This requires that for developments of more than 30 houses and/or 1000m² commercial floorspace developers applying for planning permission are required to attach a skills and employment plan demonstrating how they will look to provide training / skills and employment opportunities for local people.

3.13.17 The Council has developed a **social value procurement framework** to encourage suppliers to promote local training and employment, support the voluntary and community sector and promote environmental sustainability.

3.13.18 The County Council partnered with Preston City Council to maximise the social return to public pensions through the **Lancashire Local Government Pension Fund**. Since 2013, the Pension Fund has allocated £100m for investment in Preston and South Ribble and a further £100m for investment in wider Lancashire. This has led also to direct investment of funds in locally developed student accommodation in the city centre.

3.13.19 The Office of the Police and Crime Task Group for Lancashire (OPCC) has been working with other anchor institutions to implement progressive changes to employment practices, for example championing the Living Wage and encouraging **Lancashire Constabulary** to become an accredited Living Wage employer.

3.13.20 The OPCC has undertaken a range of actions aimed at social value in their supply chains, including:

- embedding social value requirements into invitation to tender and contract documents;
- developing mechanisms to accurately capture and monitor the application of social value; and
- hosting 'meet the buyer' events for local suppliers.

3.13.21 The OPCC's local spend went up from 52% in 2012/13 to 71% in 2017/18. In April 2017 the OPCC released a social value policy which set out a clear commitment to ensure that any procurement opportunities were linked to both the key priorities of the Crime Plan for Lancashire, but also the wider priorities of public services across Preston and Lancashire.

3.13.22 Community Gateway has around 250 staff and manages around 6,500 homes. Its policies aim to link tenants and the wider community with job opportunities Community Gateway. It has secured funding for the Preston Vocational Centre, which provides training for up to 200 students from local schools who have struggled to engage with academic courses.

3.13.23 Several Community Gateway suppliers provide employment opportunities for students at the Centre. Community Gateway was an early adopter of the Living Wage Foundation Living Wage. It also introduced an annual employee 'community activity pledge' through which staff can spend a number of working days per year supporting local community projects. It has worked with the city council on buying renovating empty run-down private and homes to bring them into social use.

3.13.24 In 2013 Community Gateway decided to bring its repairs service back in-house. Previously the service was delivered by companies based outside of the region. The decision to bring the service in-house has generated significant local economic benefit, with many tenants securing jobs within the service. This brought back around £5m per year to the local economy.

3.13.25 **The University of Central Lancashire** (UCLan) has driven social value through its procurement process, for example by requiring non-local contractors to sub-contract to local firms to develop its £200m campus masterplan.

3.13.26 UCLan has supported the development of the cooperative sector in the city through sharing learnings with the Mondragon cooperative in Spain; leading to the creation of the Preston Co-operative Development Network; and contributing to research on areas such municipal energy and local democracy.

3.13.27 The CLES report recognises that wealth continues to be extracted from Preston by speculative land developers and property owners but says anchor institutions can rebalance this trend through their land and asset management practices. The large-scale redevelopment of the UCLan campus was designed with the *explicit intention of creating publicly accessible civic resources for the city*.

3.13.28 "Exploring new ways to manage these sites to maximise public benefit will be a key stage in realising the considerable potential of this investment for the city economy and developing approaches which could be more widely adopted by other anchor institutions.

3.13.29 Preston City Council has already taken steps to ensure that the large public pension investments it is a part of are utilised for social good, rather than private profit.

Future actions

3.13.30 Preston City Council has offered advice and information to a number of UK local authorities about their economic model, perhaps hoping to normalise the concept. The council would welcome a visit from this Task Group during which key officers would:

- discuss the strategy and its outcomes in more detail arrange a short tour of projects which have been involved in the strategy (some of them a walk from the council offices).
- look at the principles some of the financial and economic modelling involved as well as ways of measuring outcomes.
- This latter point is a developing issue, as over time, and with a heightened profile, a much closer look is being taken by the council and outside bodies about the effectiveness of the strategy.

.14   Manchester Working Well project[23]

.14.1 Professor Payne introduced a review of the Manchester-based Working Well project and described its aims, objectives and principle outcomes. In outline the project runs as follows.

3.14.2 **A pilot** ran between 2014 and 2016, and an extension ran for **a further two years**. A £52m Work and Health programme started in January 2018 and is intended to run until December 2023.

3.14.3 The main objective of the project is to help those who have been in long-term unemployment (more than two years) towards employment. The way it has looked to do this is through:

- **Intensive personalised support** to help clients to draw on relevant support in an integrated and logical way
- **Integration of local services** for those with multiple, complex needs, with Local Integration Boards helping to bring together services on the ground e.g. health, skills, employment support
- **Key worker support** – one-to-one help for those with significant barriers; support included dedicated mental health services.
- **Learning and evaluation of 'what works'** to support further programme development.

Work was important to people and their well-being, but he noted that research has also questioned whether any job is better than no job. Recycling people into low grade, poor-quality jobs can have a detrimental impact on biometrics and wellbeing – people can feel worse in jobs which are low paid, low skill, insecure and often demanding.[24] However, he said job expectations for people who were out of work could also be depressingly

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[23] https://www.greatermanchester-ca.gov.uk/what-we-do/work-and-skills/working-well/
[24] T. Chandola, 'Is any job better than no job at all?', Manchester Policy blogs, 15 August 2017. http://blog.policy.manchester.ac.uk/posts/2017/08/is-having-any-job-at-all-better-for-your-healthand-wellbeing-than-being-unemployed/

low. Overlaying all this is the "scarring" effect of long-term unemployment on individuals and communities.

3.14.4   The KEY WORKER (KW) was an important element in the Manchester scheme. The KW s able to help clients overcome barriers to education, training and employment.

3.14.5   Key issues arising from the Manchester programme were:

- Funding of the key workers
- For work in health programme - £52m from the devolution agreement
- Earlier programmes funded by DWP and/or ESF
- All ESF funding ends in 2023

3.14.6   The outcomes for the Working Well pilot related to difficult cases referred to the pilot by DWP with, characteristically, a very complex client group with severe barriers to access to work.

3.14.7   The project helped more than 600 people into work – 13% of attachments. Of these almost half (42%) had sustained employment (characterised as 50+ weeks).

3.14.8   The Work and Health programme had seen almost 850 clients find work since January 2018. 24% reported they earned the real living wage (while 63% earned below the real living wage).

3.15   Cultivating Local Inclusive Growth

3.15.1   The New Local Government Network (NLGN) published a practice guide in February 2020 entitled Cultivating Local Inclusive Growth.[25] It provides an example of progressive practice in Leicester City Council.

> *"Some councils, such as Leicester City Council, have established a local discount discretionary business rates grant scheme which looks for evidence that businesses will increase employment within the local area. Leicester's panel will also have regard to the 'employment impact' of the business, considering an application more favourably if the business commits to creating quality jobs and apprenticeships and is likely to enable job creation in the supply chain."[26]*

3.15.2   In broader terms the guide sets out a grid which cross references stakeholders and possible actions which councils might take to encourage local growth.

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[25] https://www.nlgn.org.uk/public/2020/framework/
[26] Discretionary Business Rates Grant Scheme, *Leicester City Council*, (2015).

	Regulate	**Incentivise**	**Shape**	**Facilitate**
Employers	Leverage Contracts	Business Support	Employment Charters	Seek Input on Training and Education
Citizens	Training Clauses	Graduate Retention Schemes	Reskilling Schemes	Communities Taking the Lead
Partners	Procurement Processes	Foster Inclusive Practice	Remodel Transport Systems	Bringing Stakeholders Together
Places	Planning Policies	Environmental Sustainability	Reviving Spaces	Asset Transfer

Source: Cultivating Local Inclusive Growth:

CONCLUSIONS

4

.1 The coronavirus pandemic will have had a devastating impact on businesses and employment across the city. The full economic consequences of the virus and the lockdown is yet to be determined, however it is likely that the poorest neighbourhoods and the least qualified workers will be most adversely affected. Therefore, the work of the task group and its recommendations may be even more pertinent.

4.2 The efforts of the council and other agencies in and across the city will concentrate on rescuing and re-starting the economy and key services and businesses.

4.3 However, the tools deployed to analyse problems facing deprived neighbourhoods – IMD data and locally-gathered information – will be useful in assessing the economic and social damage in the city and identifying priorities and actions.

4.4 The Commission hopes this work will feed into the wider work being undertaken by the Economic Development department, and into the project looking into poverty across the city. Much of the initial IMD data reviewed for this report was presented to an anti-poverty summit organised by Leicester City Council in November 2019.

4.5 There is a need to work with partners in the public, private and voluntary sectors to continue the good work already being done within the city. No one agency can on its own achieve the required outcomes.

4.6 The urgent requirement will be to secure continuity of projects as European Social Fund backing comes to an end in 2022. Meanwhile as the local economy starts to recover it may be that the council, through circumstances, has found itself in a stronger position to use the levers available through its procurement strategies to encourage its contractors and external service providers to comply with social and employment policies.

Scrutiny

5. **Financial, Legal and Other Implications**

5.1 **Financial Implications**

To follow

5.2 **Legal Implications**

To follow

5. **Equality Implications**

To follow

6. **Summary of Appendices**

Appendix A – Review scoping document
Appendix B – Notes of the task group meeting on 24 October 2019
Appendix C – Notes of the task group meeting on 19 December 2019
Appendix D – Notes of task group meeting on 4 February 2020
Appendix E – Notes of Task Group meeting on 12 March 2020
Appendix F – Evidence paper from Leicester College
Appendix G – Evidence from Jo Randall (New Parks Community   Centre)
Appendix H - Evidence from Neil Hodgkin (Saffron Resource Centre)
Appendix I – De Montfort University Local Plus Project
Appendix J – Mapping of IMD data

7. **OFFICERS TO CONTACT**

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Scrutiny Policy Officer
Leicester City Council
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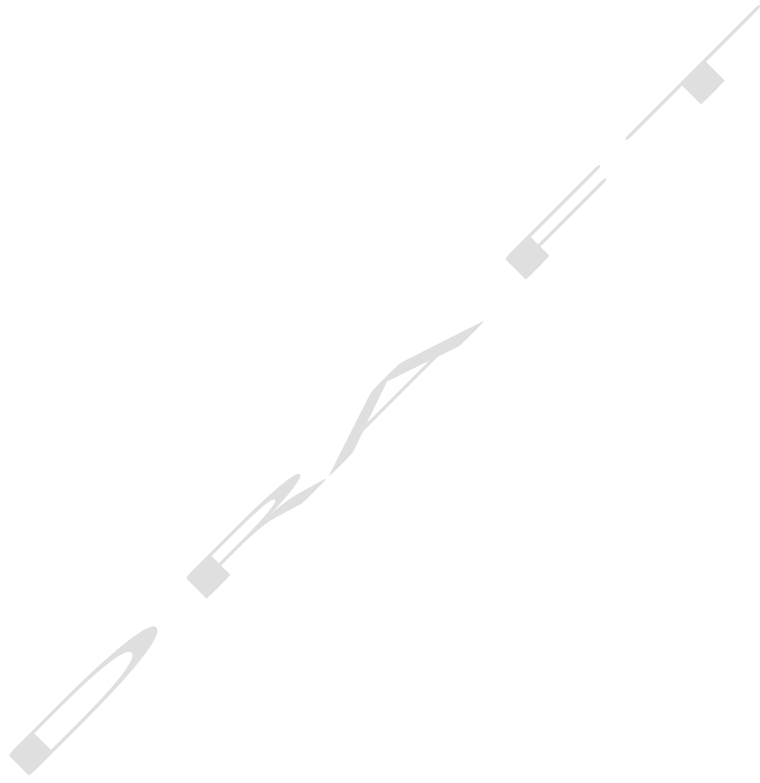
Leicester City Council Scrutiny Review

Economic Development at Local Level

		To be completed by the Member proposing the review	
1.	**Title of the proposed scrutiny review**	**Economic Development at Local Level.**	
2.	**Proposed by**	**Cllr Sue Waddington, Chair**	
3.	**Rationale**	The Labour Party manifesto for the 2019 City Council elections said that "Labour would develop job creation, skills and investment plans for parts of Leicester which are economically excluded, including opportunities for local businesses and for young people to engage in positive activities." This review will explore how these aims can be achieved at local levels.	
	Purpose and aims of the review What question(s) do you want to answer and what do you want to achieve? (Outcomes?)	This review will seek to evaluate how these commitments are being met now and the measures that could be taken to increase economic participation at local levels, through overarching strategies and individual projects. It will identify and characterise what is meant by economic exclusion at a local level and make recommendations to address the key problems and build upon opportunities. Following the statistical exercise referred to in 7 below, two areas will be selected for in depth consideration.	
5.	**Links with corporate aims / priorities** How does the review link to corporate aims and priorities?	The Leicester to Work Economic Action Plan is underpinned by the objective of getting those most in need into training and into work. This review will provide an opportunity to support an updated plan based on the objectives of this review to explore the means of encouraging local economic development This review will seek to evaluate the success of existing strategies and investigate measures which might improve developing strategies and consider recommending individual projects. Other key strategies will include the LLEP Area Review (2017) and the review will seek to examine how well it meets the objectives outlined in this review. Other corporate aims which are relevant include: • Anti-Poverty policies • Living wages policies • Procurement policies	
6.	**Scope** Set out what is included in the scope of the review and what is not. For example, which services it does	Within the council the review would seek advice and information from within the Economic Regeneration and Adult Skills and Learning teams. The procurement department will also be asked to provide information and advice about how procurement strategies support the economic and social objectives of work creation.	

	and does not cover.	Neighbourhood and Youth services and Local schools, colleges and Universities would also be asked to give evidence
	Develop a draft Project Plan to incorporate sections seven to twelve of this form	
7.	**Methodology** Describe the methods you will use to undertake the review. How will you undertake the review, what evidence will need to be gathered from members, officers and key stakeholders, including partners and external organisations and experts?	Information will be gathered by a task group drawn from members of the Economic Development, Transport and Tourism Scrutiny Task Group. Task group meetings will be confidential but normally the notes from the meeting will be published as part of the final report to the Task Group. Council officers will be invited to provide written and/or oral evidence to this task group. Statistical evidence will be sought to provide information about levels of employment and economic activity, skills and qualification levels and crime rates in different neighbourhoods in the City. Information about existing opportunities in those areas will also be analysed, such as employment, training and apprenticeships; community facilities; public transport; youth and community provision etc. Following the collection of this evidence, two areas of the City will be selected for consideration. Outside bodies will be invited to provide written/oral evidence to the task group including funders and groups who are also addressing economic and social exclusion. Task Group members may wish to visit sites within the city as well as further afield to see examples of good practice in developing and implementing local economic initiatives.
	Witnesses Set out who you want to gather evidence from and how you will plan to do this	External witnesses will be invited to provide written and oral evidence to the Task Group. These might include: • Public sector employers and Private sector employers including Local small employers • Local organisations including community based and youth organisations • Schools and Colleges • Trade Unions • Other Local Authorities who have developed 'localism' agendas. The task group may hold evidence gathering sessions in one or more area in the City where there is evidence of economic exclusion.

The word "Scrutiny" appears vertically along the left margin.

8.	**Timescales** How long is the review expected to take to complete?	**Five months**
	Proposed start date	November 2019
	Proposed completion date	April 2020
9.	**Resources / staffing requirements** Scrutiny reviews are facilitated by Scrutiny Officers and it is important to estimate the amount of their time, in weeks, that will be required in order to manage the review Project Plan effectively.	An estimated 20 days of scrutiny policy officer time will be required to research information, contact and negotiate with outside bodies and prepare a final report.
	Do you anticipate any further resources will be required e.g. site visits or independent technical advice? If so, please provide details.	Yes. A small budget for the task group members to travel to Preston to see 'localism' in action is proposed. There may also be a need for 10 days of consultative work for an expert from one of the local Universities.
10.	**Review recommendations and findings** To whom will the recommendations be addressed? E.g. Executive / External Partner?	Recommendations will be addressed to the Executive
11.	**Likely publicity arising from the review -** Is this topic likely to be of high interest to the media? Please explain.	This issue is likely to generate media interest and coverage because of the nature of the topic and likely evidence presented to the Task Group.

12.	**Publicising the review and its findings and recommendations** How will these be published / advertised?	In consultation with the media team. Member interviews may be required.
13.	**How will this review add value to policy development or service improvement?**	The research and recommendations will underpin council knowledge and evidential base across a number of policy areas, including work being done to develop a jobs and skills strategy.

To be completed by the Executive Lead

14.	**Executive Lead's Comments** The Executive Lead is responsible for the portfolio, so it is important to seek and understand their views and ensure they are engaged in the process so that Scrutiny's recommendations can be taken on board where appropriate.	To meet this significant manifesto commitment, the council is developing A 5-year strategy for the development of jobs, skills and investment plans for our city with a special focus on economically excluded areas of the city. I believe, this work of the scrutiny Task Group has a focus on fact finding, evidence gathering and identifying what they consider best practise to be in this area of work. This will be a good example of collaborative working and will complement the work we are doing. **Cllr Mustafa Malik, Assistant City Mayor for Jobs, Skills and Communities**

To be completed by the Divisional Lead Director

| 15.	**Divisional Comments** Scrutiny's role is to influence others to take action and it is important that Scrutiny Task Groups seek and understand the views of the	As an important manifesto commitment, work is already underway through officers to develop the plans referred to here and the intention is to end up with a clear document that has appropriate targets. The scrutiny review can prove very useful to this work, especially regarding fact finding, taking evidence and identifying best practise. To avoid duplication and to ensure complementary efforts a close working relationship will be needed between the scrutiny task force team and my officers.

	Divisional Director.	
16.	**Are there any potential risks to undertaking this scrutiny review?** E.g. are there any similar reviews being undertaken, on-going work or changes in policy which would supersede the need for this review?	No recognised risks at this point (other than the danger of duplication referred to above that needs to be mitigated).
17.	**Are you able to assist with the proposed review? If not please explain why.** In terms of agreement / supporting documentation / resource availability?	I and my officers will be actively supporting the review.
	Name	**Mike Dalzell**
	Role	**Director of Tourism, Culture and Inward Investment**
	Date	**2 October 2019**
**To be completed by the Scrutiny Support Manager**
18.	**Will the proposed scrutiny review / timescales negatively impact on other work within the Scrutiny Team?** (Conflicts with other work commitments)	The review will be supported by the Scrutiny Policy Officer and is expected to be able to be accommodated within the existing workload of the team.

Do you have available staffing resources to facilitate this scrutiny review? If not, please provide details.	The review can be adequately supported by the Scrutiny Team as per my comments above.	
Name	**Miranda Cannon (on behalf of Kal Sandhu)**	
Date	_04/10/19_	

A review of the Economic Development, Transport and Tourism Scrutiny Task Group
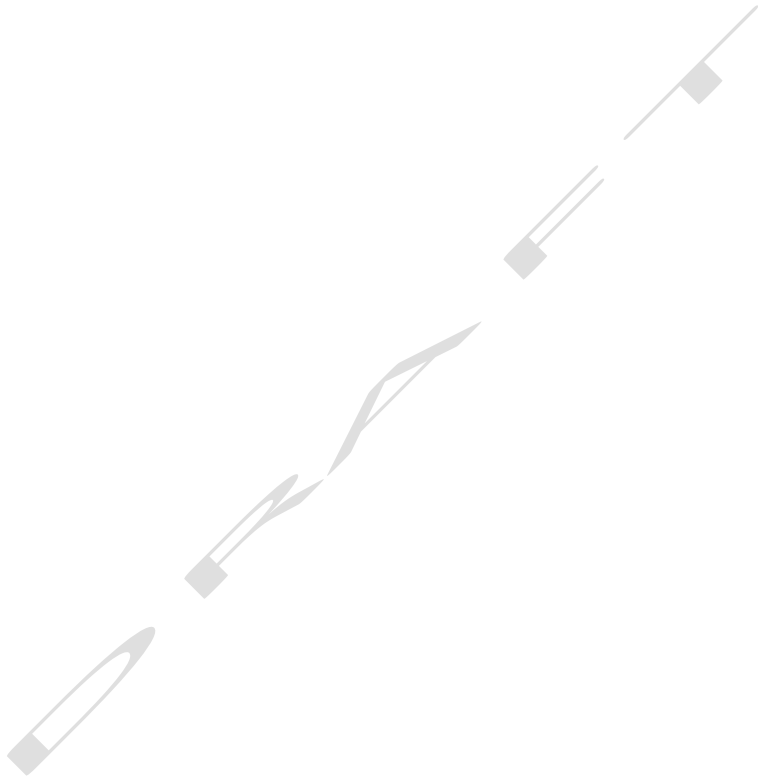
16th October 2019

1.   Present

Cllr Sue Waddington (chair); Cllr Luis Fonseca; Helen Reeve (public Health); Hannah Keys (Neighbourhood Services; Kerry Grey (LASALS); Mark Clayton (De Montfort University); Jerry Connolly (scrutiny support).

2.   Apologies

Cllr Rae Bhattia; Cllr Sandhu; Cllr Broadwell; Professor Edward Cartwright (DMU); Professor Jonathan Payne (DMU); Jo Ives

3.   Introductions

Mark Clayton said DMU was very interested in the proposed task group review and was involved in a range of projects within the city, including public health in Stocking Farm and a built environment project relating to regeneration within Beaumont Leys.

The chair said that everyone had had the chance to read and understand the project. Her aim was to reference the Labour manifesto relating to economic development and jo creation. The aim was to look in particular at ways of identifying neighbourhood disadvantage and to see what measures the council could take to help people become more engaged in economic activity.

The task group review would wish to identify two areas of disadvantage and hold meetings to ask local people about their experience in disadvantage and barriers to economic activity.

The OSC had given permission at its last meeting for the EDTT Task Group to begin its work and look at the data. That was being done at this meeting and the scoping document would be formally considered at the next OSC meeting.

4.   IMD data: September 2019
New government data on indices of multiple deprivation (IMD) had just been published for local authorities across England. The IMD data was broken down within Leicester into 192 Lower Super Output Areas (LSOAs).

LSOAs are sub-ward areas which roughly approximate to local communities of around 1500 people. The deprivation measures used to make up IMDs are:
- employment deprivation;
- health deprivation and disability,
- education deprivation
- skills and training deprivation,
- barriers to housing and services,
- living environment deprivation, and
- crime.

The newly-published data shows that [27]

- Leicester is the 32nd most deprived local authority in England
- 35% of Leicester residents live in the most deprived 20% of areas nationally
- Leicester includes some areas within the 5% most deprived areas nationally
- These include areas within: Abbey, Beaumont Leys, Braunstone Park and Rowley Fields, Saffron, Eyres Monsell and Western.

It would not be possible to look at all areas in the most deprived IMD cohort. IMD data relating to the wards referenced above were considered, along with detailed information provided to the Leicester anti-poverty summit were considered by the task group[28].

It was suggested that one area in Leicester South and one in Leicester West be considered. Beaumont Leys was ruled out because of the efforts that were being put into the area by a range of agencies, including, DMU through its Local Plus project. *Action point: To get further information about the projects taking place in Beaumont Leys and the outcomes from those projects.*

Possible areas were narrowed down to **New Parks**, within the Western Ward, and **Saffron**, in South Leicester. These areas were characterised as having high levels of deprivation and low levels of community and other assets.

Community assets
In assessing the options a map[29] of the locations of city's largest employers was considered. It was noted that there were no large employers within either Saffron or New Parks. There was a similar lack of adult skills and training activities; LASALS ran courses from the Pork Pie and New Parks libraries but it was stressed that these were being run within communities which were considered to be extremely hard to reach.

Assets which were identified as being available within the area included:

Saffron
- Pork Pie Library
- Goldhill Adventure Playground
- Saffron Resource Centre
- Kingfisher Youth Centre

New Parks
- New Parks Library
- New Parks Adventure Playground
- New Parks Community Centre

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[27] For comparison, according to the 2015 IMD data Leicester ranked 21st most deprived in England out of 326 local authorities compared with 25th in the 2010 Index. Leicester ranked within the 10% most deprived local authorities in England. Compared to England, Leicester has almost double the population living in the 40% most deprived LSOAs in the country. 76% of Leicester's population, compared with only 40% of England's, lived in the 40% most deprived LSOAs in the country. Leicester City Council dataset

[28] Annex 1
[29] Annex 2

It was agreed that a range of assets for the areas identified would need to be mapped, including

- Voluntary sector activity
- Educational achievement
- Business start-ups
- Employers
- Apprenticeships
- Youth provisions
- Neighbourhood centres
- Access to transport

Preston Model

A brief summary paper on the Preston economic development model was prepared for the meeting. Cllr Waddington noted that procurement played an active part in seeking to ensure resources stayed within the local economy.

It was agreed that further information relating to Preston's Circular Economy be available for the next meeting. A visit to Preston was likely to be arranged for the New Year.

Future actions:
- Paul Tinsley to be contacted re careers advice and work placements
- Sue Welford to be contacted about educational attainment within these areas
- Chair to consult with councillors in Western and Saffron relating to the task group's work– and to invite them to task group meetings
- Set up local consultation meetings with residents and active groups to identify issues relating to employment, barriers to work
- Arrange meeting with DMU academics to discuss how they could help with the project
- Kerry to ask LASALS what activity is taking place within these areas.
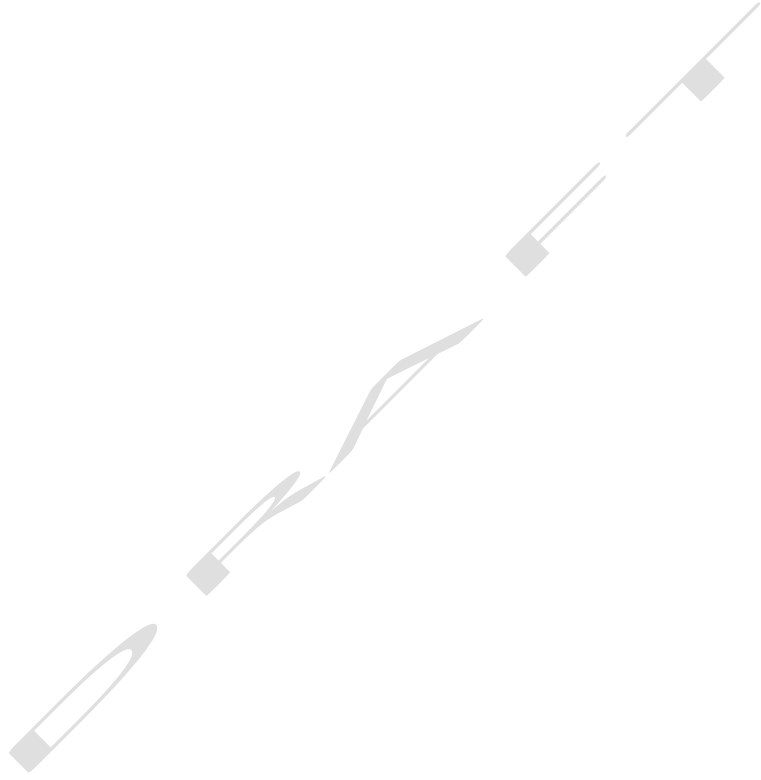
Present

Cllr Sue Waddington (chair)
Cllr Lindsay Broadwell
Professor Jonathan Payne De Montfort University
Vandna Gohil: (Voluntary Action Leicestershire)
Muriel Russell (GREAT project)
Nancy Freeman (YES project)
Jenny Hand: Reaching People
Jerry Connolly: Scrutiny Support

Apologies:

Professor Ed Cartwright (De Montfort University).
Notes of a meeting with Professor Jonathan Payne and the chair had been circulated before the meeting.

Working Well Project

Professor Payne introduced a paper on the operation of the Manchester-based **Working Well** project. **A pilot** ran between 2014 and 2016, and an extension ran for **a further two years**. A £52m Work and Health programme started in January 2018 and is intended to run until December 2023.

The main objective of the project is to help those who have been in long-term unemployment (more than two years) towards employment. The way it has looked to do this is through:

■   **Intensive personalised support** to help clients to draw on relevant support in an integrated and logical way

■   **Integration of local services** for those with multiple, complex needs, with Local Integration Boards helping to bring together services on the ground e.g. health, skills, employment support

■   **Key worker support** – one-to-one help for those with significant barriers; support included dedicated mental health services.

■   **Learning and evaluation of 'what works'** to support further programme development. Work was important to people, but it was not necessarily true that ANY job was better than no job. Recycling people into low grade jobs has impact on biometrics – people feel worse in these jobs, often zero hours low-pay, insecure work.

■   However, he said job expectations for people who were out of work was depressingly low. Overlaying all this is the "scarring" effect of long-term unemployment on individuals and communities.

The KEY WORKER is an important element in the Manchester scheme. The KW is able to help clients overcome barriers to education, training and employment.

65

Key issues arising from the Manchester programme were
- Funding of the key workers
- For work in health programme - £52m from the devolution agreement
- Earlier programmes funded by DWP and ESF
- All ESF funding ends in 2023

The outcomes for the Working Well pilot related to difficult cases referred to the pilot by DWP with, characteristically, a very complex client group with severe barriers to work.

The project helped more than 600 people into work – 13% of attachments. Of these almost half (42%) had sustained employment (characterised as 50+ weeks).
The Work and Health programme had seen almost 850 clients find work since January 2018. 24% reported they earned the real living wage (while 63% earned below the real living wage).

He had some comments separate to the Manchester project. He said that when we talked about inclusive growth we had a very strong government mantra that getting people into work was the be all and end all… but that this was a problematic approach.

A question for councils was not just getting people into work but also the quality of jobs available. This needs a joined-up approach across a number of agencies.
He described his specialism as skills, education and training. These were seen as a magic bullet that would solve everything, but on their own they cannot solve these problems.

The **Preston model** was interesting in terms of what can be done in a soft regulatory framework against a background of a neo-liberal deregulated jobs market.
Useful aspects of Preston model are the paying of the real living wage, using procurement as a lever on employers to improve their offer in terms of job quality and pay.

Employers' role was important. They asked what was in it for them. And in some cases they were what he described as struggling recruiters. Employers often mistrusted long term unemployed people and used agencies as a screening device to reduce their exposure to risk.

Re young people in NEET, he said: 60% of NEETS are single parents, don't claim benefits, are not actively seeking work. There was little data about the real level of NEETS; they are difficult to track and it's difficult to get them into work.
Voluntary sector is important in plugging the gaps left by the withdrawal of government

DMU are beginning to look at citizen science – getting young people in disadvantaged communities to collect data as 'researchers' (with appropriate training) on barriers to participation for NEETS, especially those who are not 'economically active' i.e. not actively seeking work.

ESF projects in Leicester

Voluntary Action Leicestershire (VAL) Vandna Gohil presented a briefing on two ESF-supported projects which VAL have been running in Leicester.

Youth Employability Support project (YES)

The YES project offers local NEET young people specific support and skills development to help them overcome barriers and proceed to further education, training or employment. It is led by VAL but brings together seven organisations, including TwentyTwenty, The Prince's Trust, Soft Touch Arts, The Bridge, Bangladesh Youth & Cultural Shomiti and Leicestershire Cares.

This network aims to deliver a range of support, from employment skills and experience to creative arts skills, to qualifications and mentoring and intensive one to one support. Each young person is assigned a key worker for throughout their time on the project.

The project has out-performed its programme target, (461 by end of 2019 Q2 against target of 400). It has also seen 133 youngsters into employment and 77 into education/training.

Out of the 133 participants who have gone on to employment by 2019 Q2 end, 92 were unemployed on entry into the project and had been out of work for a combined total of 1215 months and 68% of these participants were long-term unemployed (out of work for 6 months or more) on entry into the project.

The project's employment support such as tailored work placements and interview practice, has proven to effectively target key barriers to **youth** employment. YES had achieved 222% of its end of project employment target by October 2019 and 148% of its education end of project target. As in the Manchester study, the role of the key worker was seen as vital to helping youngsters achieve their objectives in the programme as well as accessing mental help support services.

Getting Ready for Employment and Training (GREAT)

Also managed by VAL, the GREAT project is aimed at anyone over 18 in a family environment. The partnership includes local authorities and Job Centre Plus in Leicester and Leicestershire. It is delivered across Leicester and Leicestershire by four employment support officers (ESOs).

Support includes help with health issues, job seeking skills, construction/ DIY skills and a partner sourcing work placements and employment opportunities specifically linked to the participants' skills and areas of interest. ESOs provide a one to one support and mentor role to steer each participant through what is best for them to attain their goal. In addition, activities relating to confidence building, self-employment workshops and pop-up child-care provide additional support. The ratio of women to men on the project was roughly 3:1.

Those on the course appreciated the interventions and support of the ESO. Group sessions and working were also found to be helpful. 45% of those who went through the GREAT programme have gone into jobs. Taking people to places of work has

opened their eyes to job opportunities, and employers had been prepared to offer jobs. However the project hasn't tracked employment history in a linear way.

In discussion after the presentations it was stressed that no funding for these programmes would be available after 2023, when European funding ended. ESF type replacement funding consultation was due to come out two years ago but had not appeared so far. It was with the Dept for exiting Europe, but now one possibility was the so-called Shared prosperity fund…

Among the barriers to employment discussed was where an employer took a snap decision based on the looks of an applicant. Poverty was often marked by poor health and bad teeth because of an inability to afford services. LGBT candidates were often judged on how they sounded or looked. Retail jobs, for example, saw some employers looking for a certain standard of appearance that embodied and sold the 'brand' (referred to as aesthetic labour').

The GREAT project provided advice where appropriate on how an applicant could improve their appearance. Confidence-building is very important. The personal mentor was most important. Research suggests 23% of jobs the UK require no qualifications whatsoever.

Lack of qualifications is not always a barrier; employers may be recruiting 'attitude', behaviours or personal characteristics, often labelled 'employability skills', and which encapsulates their view of what is a 'good' worker.

Members asked: Do initiatives helping disadvantaged groups risk becoming recruiting sergeants for bad employers who struggle to recruit? How can initiatives support sustainable work. VAL said on these projects we worked with intermediaries who work very well with employers.

Local Access Programme

Jenny Hands, of Reaching People, was also in attendance. Reaching People was preparing an application for funding for a Local Access Programme (LAP) in Leicester. She said the aim of the programme would be to set up a broad-based organisation representing strong charity/social enterprise involvement with public sector support from the city council.

Our objective is to initiate the LAP social investment model in Leicester with the LAP partnership steering group acting as an umbrella organisation for training and development as well as a grant/loan provider to support new and emerging trading charities and social enterprises.

Saffron area contact

The chair met with Neil Hodgkin (Saffron Resource Centre) on 17 December 2019. A note of the meeting is contained in Appendix A below.
The chair consulted with members about a possible questionnaire to be used to get local contacts' information and views. That was agreed after the meeting and is in Appendix B below.

Preston local economic model

Jerry gave a brief introduction to the support documents for the Preston model.

Next steps

- Details on LASALS activity in the Saffron and New Parks areas. Kerry Gray
- Educational achievement in secondaries serving those areas: Sue Welford
- Preston visit to be confirmed
- More information about the perception of people within those areas of their work chances
- Neil Hodgkin agreed to conduct a survey in the Saffron area
- Contact to be made with New Parks players- including the Community Hub.
- We need to find more as a group about what employers there are and what they have to offer and would they be able to provide work.

Appendix A

Note of meeting with Neil Hodgkin: 17 December 2019

Note of a meeting between Neil Hodgkin (Saffron Resource Centre) and Cllr Sue Waddington, chair of the EDTT scrutiny Task Group. **17 December 2019**

The meeting was to allow members to get a further insight into the issues which affect and impact the Saffron ward within the city.

Community profile

The Saffron ward was identified as having one of the highest levels of deprivation in the city, and among the worst in the country. For many years it had been a comparatively stable community, but this has changed in the last few years. A significant driver of change has been the bedroom tax, which has required households who had occupied three-bedroom homes for many years to move to smaller homes in other parts of the city. Replacing these long-established households was a more ethnically diverse range of families.

Community capacity

Some households had four generations, none of which had ever worked. There were many 40-plus men and women who had never worked and at this point were unlikely to get work as they had to compete for jobs against younger qualified candidates.

Many people had a reading age of eight. This created barriers on several fronts. While people were just about able to cope with phone-based access to council and other services, the move to web-based communications had caused real problems for people with poor reading and writing skills.

Increasing numbers of people of all ages had smart phones. But often there was no credit on the phones and people often came to the SRC to access phones (and help

from SRC members). The 2019 IMDB data for the level of literacy in the area was lower than the average for the city but higher than experienced in real life.

Lack of education had left many people with a deep lack of self-confidence and isolation. (One woman had lived opposite the adventure playground for more than four years without having the confidence to go there to engage with staff (also depriving her children of the benefits and advantages of playing there).

There was a Saffron Young People's project, but that tended to concentrate on sport, and did not fill the gap in programmes, which no longer existed, for young people moving from being youths to adults. 25year-olds within the community were finding that there was literally nothing they could put on their CV.

Education

A major school serving the community is the Samworth Academy. This has been judged [inadequate by Ofsted](#).
The Lancaster School (now an academy) was rated inadequate by Ofsted in 2016. It is an all-boys facility.

Sir Jonathan North College, an all-girls' school, was rated outstanding in 2013 and was characterised by attracting students from a wide area across the city, with little apparent intake from the local community.

There was evidence of educational issues at primary school age level. The Goldhill Playground ran a group for excluded primary school children. One primary school child had been excluded for two years.
There was a sense that parents within the traditional community were not encouraging their children to achieve within the classroom (or doing homework). This was in contrast to first-generation new community children whose parents often encouraged them to do well at their education.

Employment and training

Most jobs now require at least three GCSEs simply to be able to get onto a training course. There was no easy step into employment of training; construction jobs, for example, had upskilled significantly in recent years. There were no longer any barrow-pushing site jobs.

Where (mainly young) people were in work it was often through agency work and they bounced "in and out" of employment. Irregular work patterns plus being paid weekly sometimes led to significant problems with UC payments, with people quickly and easily slipping into debt without realising it.

Meanwhile a 25-year-old woman (supposedly from an IT literate generation) had tried to send an email to a web site address.

There was little evidence that anyone in the community was engaged or involved in adult or further education. The library was meant to be a hub with access to computers and advice. However there appeared to be a mismatch between the skills required to deliver these services and the staff being asked to deliver them.

Closures of other council community facilities had seen staff concentrated at remaining sites; this meant that ex-premises officers (with a different skills set) were the front-facing staff for the community. The skills and approaches required were not there. Figures provided to support a high level of usage at the library did not reflect the reality on the ground.

They included lunch clubs which "reinforced" the figures. The reality was that the IT and other more traditional library facilities were not widely accessed by the local community.

Projects which had worked in the past included a Step Up programme[30] which involved intensive one on one mentoring of 25 year old unemployed people. A group of ten saw two people drop out but eight got through the programme, which included two months' work experience at the end, and who proceeded successfully to full and continual employment.

Further barriers to employment

Transport. One area of employment possibilities is Fosse Park. But to get there requires getting a bus into the city centre then out again. The cost of getting a driving licence is prohibitive for many. An estimated £2,000 for lessons, theory and practical tests makes driving inaccessible for many young people on the estate. One of the few areas of possible work, as agency staff for adult social care, usually required driving.

What might work

An agency in the area – even if it only says that there are no opportunities. The truth at local level is better than the truth after having to get into town to a DWP office or similar.

Working with **Leicester College** to provide a pathway for local people into further education, or at least the three GCSEs now needed to access training and apprenticeships.

Further actions

Contact Leicester College to discuss possible pathway for local people
SRC to assist with a programme of consultations with local residents, based on 10 (or five) questions to be devised by LCC (perhaps in consultation with SRC).

Appendix B

Questionnaire to be deployed by Neil Hodgkin seeking local views in Saffron Ward

Draft Questions

1 Do you think that most of the people that you know who live here have jobs?

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[30] Contact for this programme within the council was Trevor Mee

Yes- What sort of jobs?
No Why not?
What do you think are the main problems people here confront when to comes to getting into work?
How far is this about aspiration or other barriers?
No jobs available
No transport links to the jobs
Don't have the qualifications
People suffer from ill health and can't work
People are used to living on benefits and don't want to take the risk.

2 What sort of jobs do you think would local people like to do? What would you consider to be 'decent work'?

3 How do people that you know find jobs?

4 Do you think that young people leaving school or college get enough help to find jobs or apprenticeships?

Yes- what help do they get?
No – what help do they need?

5 Do you think that adults get enough help in finding jobs when they want to return to work after a period of unemployment?

Yes – what help do they get?
No- what help do they need?
Other suggested questions
What jobs are available for local residents that they could apply for?
What sorts of things would help them to access work?

APPENDIX D – Notes of task group meeting on 4 February 2020

Present
Cllr Waddington (chair)
Cllr Jacky Nangreave (Westcotes Ward member)
Professor Ed Cartwright (DMU)
Professor Jonathan Payne (DMU)
Gurjeet Rajania (Public Health)
Kerry Gray (LASALS)
Peter Chandler (Econ Dev)
Joanne Ives (Econ Dev)
Jenny Hand (Reaching People)
Muriel Russell (GREAT project)
Nancy Freeman (YES project)
Neil Hodgkin (Saffron Resource Centre)
Jerry Connolly (scrutiny support officer)

Apologies

Cllr Joel; Cllr Fonseca; Cllr Rae Bhatia

Notes of meeting held on 19 December 2019 were approved. Jonathan Payne suggested a reference to 60% of NEET people being single be amended to say they were economically inactive.

Data mapping

Gurjeet Ranajia introduced a presentation (Appendix 1) mapping ward and city-wide data which built on, and in some ways deviated from, the data used earlier and which was based extensively on the 2019 IMD data provided by government. That data made Leicester the 32nd most deprived local authority in the country.

However, in a theme developed during the meeting, he suggested that the way IMD data was constructed scored Leicester higher than the reality on the ground. This is because Leicester scored comparatively well in terms of employment count. But there was a question about how well-paid and secure those jobs were, with a suggestion that there is significant in-work poverty within the city.

Introductory slides looked at the relevant wards within the context of mapping medium super output areas (MSOAs), of which there are 37 in Leicester. MSOAs[31] are statistical geographies which are a preferred unit of analysis because they are more socially homogeneous than wards (Western, which includes New Parks, is an almost perfect example of this). The Western Park area of the ward "masks the true extent of need in New Parks".

Slides covering Saffron and New Parks MSOAs were able to provide granular data based on postcodes. The overwhelming concentration within Saffron was based on the Saffron estate; this ranks among the most deprived five per sent of communities

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[31] MSOAs are generally made up of communities of 8,000-12,000 people.

in the country, and in some places among the worst one per cent of deprived communities.

The postcode data for New Parks showed high concentrations of deprivation along the estates on Aikman Avenue and, to the west, in the area around Braunstone Frith Junior School.

Other information: seven per cent of Leicester's population live in communities within the five per cent most deprived communities in the country; 35% of the city's population live in the 20% most deprived communities nationally. Two thirds of the Leicester population live in the 40% most deprived communities in the country. South Knighton, within the least deprived 20% of the country, accounted for just two per cent of the Leicester population.

Children in poverty after housing costs

This data showed high concentrations of children in poverty within the Saffron and New Parks East, correlating strongly with the IMD data used to identify the target areas. Within each of these MSOAs were areas with more than 50% of children were living in poverty once housing costs had been taken into account.

While overall data indicates levels of poverty within East and West New Parks and Saffron were higher than the city average the graphic showed that in the poorest parts of these MSOAs the concentrations of fuel poverty were higher and in the 53-62.5% range.

Fuel poverty

By contrast, the target areas showed relatively modest levels of fuel poverty; the concentrations of fuel poverty in New Parks East and West and Saffron were below the average for the city. This reflects the comparatively high quality of thermal insulation and energy-efficient heating within the council-run housing estates within these areas.

High levels of fuel poverty are found in older mainly privately owned and rented homes older estates in the West End and Spinney Hill areas of the city. This helps demonstrates how the profile of deprivation can depend on what measures are applied. This is demonstrated during the rest of the presentation.

However it was commented that factors which increased fuel poverty involved poorer households being on metered supplies, usually at rates higher than more economically resilient households; also where there were economically inactive households people tended to stay at home all day – requiring heating for longer periods.

Housing benefits and private rent weekly shortfalls

This demonstrated that "large areas of the city are now effectively unaffordable to housing benefit private tenants." In the worst-hit areas of the city, including Braunstone East, the average shortfall (shown in red) is now £1,000 a year. This is a reflection of the fact that housing allowances have been frozen for several years while rents have continued to rise.

By contrast, and possibly counter-intuitively, Saffron was among the areas with the lowest average weekly housing cost shortfalls. This may, however, reflect the reality that there is low economic activity, including moving into and out of employment, which would trigger a move to UC, an important factor in the creation of at least short-term financial disruption for claimants.

Universal Credit

Using other metrics, however, this graphic shows that while claimant rates vary across the city, "it is clear our most deprived areas report the highest claimant rates. These include New Parks and Saffron. There is also a stark split within Western ward, where Western Park reported a 4.1% claimant rate, less than two-thirds the city-wide claimant rate of 7.2%.

 By contrast the claimant rates in New Parks East and West were 12.5% and 12.2% respectively, 74% and 70% higher than the city-wide average. The New Park MSOA claimant rates are around three times higher than the West Park rate.

Alternative Claimant Count[32] (ACC)

This plots claimant rates across the city confirm significantly higher levels of claimant counts than the Leicester average for Saffron and Braunstone East and West, in particular the west MSOA. The pattern is that "it is clear that our most deprived areas report the highest claimant counts."   Under this metric the count includes people in work, rather than a simple number of JSA claimants.
The mapping included a number of other metrics based more explicitly on local data.

These included:

Support grants – interventions such as furniture and other grants made by the council to support struggling households. These are significantly higher on some of the council's social housing estates, including East and West Parks. The low rate in the Saffron MSOA may be due to lack of access to information about such grants, it was suggested at the meeting. This would be an issue to address.

Food poverty – this data was available on a ward basis only and showed Saffron with a comparatively high rate of 22 food parcels delivered per 1000 households. The Western data of 20 parcels per household disguises the stark split between Western Park and the East and West Parks areas. These are likely to have food

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[32] The Alternative claimant count is defined as follows: It measures the number of people claiming unemployment related benefits. Under Universal Credit (UC), a broader span of claimants is required to look for work than under Jobseeker's Allowance. This is a feature of the design of Universal Credit and has the effect of increasing the Claimant Count irrespective of how the economy performs. For this reason the Office for National Statistics (ONS) has stated that the figures are no longer a reliable economic indicator. To address this, these new Alternative Claimant Count experimental statistics measure the number of people claiming unemployment related benefits by modelling what the count would have been if Universal Credit had been fully rolled out since 2013 (when Universal Credit began) with the broader span of people this covers.
The statistics thus provide:
- a consistent measure of local levels of claimant unemployment over time and across areas
- a better indication of labour market change.

parcel delivery rates among the highest in the city. [33] It was suggested the provision of free school meals reflected a similar pattern.

Running out of money

Local survey data from 2018 suggested that 21% of Saffron ward reported that they regularly ran out of money. In Western Ward the figure was six per cent, showing the radically diverse nature of the ward. The proportion in the East and West New Parks areas would be significantly higher and given the tightening grip of the benefits freeze the proportion of households facing the prospect of running out of money will only increase.

Productivity in Leicester business and industry

Professor Cartwright introduced this issue. It coincided with the publication of a Resolution Foundation report which looked at the issue of in-work poverty.[34] He said: You can't look at economic development without looking at the performance of the companies in the city.

He said that, bluntly, productivity in Leicester was low. It wasn't just the issue of wages. Working conditions and job security were also issues which contributed to in-work poverty. By contrast Derby had a much more productive economy and over time Preston had increased its productivity over the past four years until it was at the national average. This was regarded as a significant achievement.

Gurjeet commented that the rate of employment was one of the indicators used by Government within the IMD. Leicester, while 32nd most deprived authority in the country, was boosted by its employment rate. This did not, however, take into account the extent and depth of in-work poverty.

Within Leicester there were significant differences across the three constituencies; Leicester West has half the number of firms compared with Leicester South and East. In this respect Leicester West stood out as being different and raised the question about whether the opportunities for people in this area were different.

The group wondered whether there was a measure of economic apartheid, with employers unwilling to employ people from some parts of the city, including the New Parks area. DMU, for example, was a major employer within the city but it was likely that few or none of the residents in the Saffron or New Parks areas were employed there.

Employers might have a concealed or unspoken reluctance to employ people living in some postcode areas. The issue would be very difficult to tease out in employer surveys because of the sensitive nature of the issues involved.

There would be some difficulty in teasing out issues of stereotyping or perhaps previous experience with employing some members of the community. These issues cannot be teased out by direct questioning.

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[33] Feeding Leicester had further data on food parcels delivery and this was provided separately later. .

[34] https://www.localgov.co.uk/Work-alone-cannot-eliminate-poverty-think-tank-says/49929

It was suggested that travel to work data, being collected as part of the case being prepared for the proposed Workplace Parking Levy, be used to analyse in greater detail commuting habits, as far as possible, within, out of and into deprived communities within the city.

Another general issue would be to better understand where the productive firms were within the city and whether they drew employment from within Leicester – and also to think about encouraging firms, even if they did not raise wages, to work on improving conditions. There was evidence that poor working conditions contributed to, among other things, deteriorating mental health, depression and other adverse medical conditions.

Transport to employment constituted a significant barrier to employment within deprived communities in Leicester. Fosse Park was five minutes' or so by car but for New Parks and Saffron residents required a journey by bus into the city centre and then out again. Another major regional employer was East Midlands airport: but it was a major ordeal to get to there.[35]

Professor Payne referred to the issues of in-work poverty and productivity. He described the relationship between wages and productivity as complex…. Businesses could sweat their assets more (he described this as the Roman galley model) or increase added value.

More strategically the city could look to:
1. Attract companies to city
2. Create a business improvement strategy aimed at improving company performance.

However it was suggested the idea of going into a firm and promoting improvement was anathema to some companies. Against a background of a weak national regulatory framework at local level there was an option of creating for local soft regulation to address the low skill/low wage economy. OECD has a framework for productivity linked to education and training.

Most upskilling projects are European-funded. There was a tendency for funding to go to firms for business improvement/training. There was no evidence that the LEP was mapping skills utilisation.[36]

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[35] Referenced separately outside the meeting was the Meridian Centre, a major employer for young people and students. But it was just as inaccessible for people without cars as Fosse Park.

[36] The Chartered Institute of Personnel Development has investigated the extent to which Local Enterprise Partnerships understand and are putting in place policies and programmes to address skills demand and use. Among its observations: "Despite the noted productivity benefits of skill development/matching, many firms (particularly smaller or family-owned firms) continue to take a 'low-road' approach to labour and see it as a cost to be minimised, rather than an asset to be invested in. This results in the widespread offer of low-skilled work in the UK.

To address this, a recent Organisation for Economic Co-operation and Development (OECD)1 report exhorts an 'ecosystem' approach to skills utilisation that seeks to reconcile skills supply and demand at higher levels. Mechanisms to influence skills demand include job design and robust human resource management practice, perhaps via business support programmes, to increase job quality and skills usage in the workplace.2 The OECD further calls for local-level approaches to economic development, arguing that these are particularly appropriate for small and medium-sized enterprises (SMEs), which often have a local focus. In England, local skills policy falls within the remit of Local Enterprise

It was asked whether there were any positive discrimination policies aimed at getting get local people into local jobs. Some councils have policies which encourage local employment. The council's procurement strategy had a social value element.

Preston visit

The task group has received a number of updates on the Preston project, which seeks to add social value to the way in which local authorities spend their money, often in conjunction with other local authorities and local educational establishments.

Preston City Council has stressed the importance of the promotion of contractors and suppliers paying the living wage. Within its procurement strategy it seeks to source as much labour and materials at local level as possible.

Members have been keen to visit Preston to talk to officers there to get a better understanding of the strategy, key outputs from the model and future prospects and forecasts. This meeting has been agreed for Wednesday 18 March 2020. Wakefield City Council is also likely to be there on the same issue at the same time.

Timetable at Preston

Preston Council suggests that we meet at 12.30pm at their council offices, with lunch being provided. Presentations and Q and A would continue until about 3pm.

Adult Education Service

Kerry Gray presented a power point with a range of metrics relating to adult education activity and course provision within Western and Saffron wards, set against activities for the rest of the city (Appendix 2). Activity in New Parks was centred on the library there.

Kerry reported that, nationally, adult participation in adult learning has fallen for 3 years in a row and is currently the lowest for 23 years. In Leicester, by contrast, the Adult Skills and Learning Service has increased participation.

Analysis of who attended classes in Pork Pie and New Parks libraries indicated that they came from throughout and even beyond the city, rather than from the local, most deprived, communities.

Saffron residents most frequently went through the Adult Education College. Those who did enrol through the Pork Pie Library tended to take ESOL courses. Small numbers of Saffron residents went on courses at other centres across the city.

Partnerships (LEPs), which are the vehicles charged with promoting local economic growth and establishing Strategic Economic Plans to outline how to deliver this. Many have, however, questioned the LEPs' capacity to deliver on this remit, given their size, resources and tendency to reflect national policy in prioritising skills supply over attempts to influence demand. While LEPs vary widely, many operate within low-skills equilibriums, that is, supply of and demand for low-level skills, which creates a negative cycle of firms operating low-road approaches and failing to invest in the workforce and their skills."

New Parks East and West residents also went mainly through the Adult Education Collage. A very few signed up through New Parks library, which had fewer students than Fosse Neighbourhood Centre.

In the face of low enrolments at New Parks & Pork Pie Libraries in 2018-19 a revised programme was developed and additional promotional materials and staff resources were targeted at the venues in September 2019.

By January 2020 both these venues had exceeded their total enrolments for the previous full academic year.   In both venues the take-up of Basic Computing courses had been boosted by the Additional Digital Support programme developed in response to Universal Credit rollout.

Participants at these venues did not all live locally. This might have been because they worked or had family in the area or were accessing a course at a day/time that suited them and location was less important.

In 2019-2020 there had been an increase in enrolments at Pork Pie Library in 2019-20 but they were not particularly local. In New Parks Library there was a clearer impact of the local marketing although the increase in enrolments was less significant.

All our outreach activities are in deprived parts of the city, Kerry said. There was a problem in that stronger centres across the city tended to win the right to run courses because of the numbers indicating they were willing to support the courses. This mitigated against running courses at less well-supported centres serving more deprived communities.

The problem (not unique to the service) re adult education was how to attract people to sample courses? That is a particular problem in Saffron/New Parks. At New Parks library there was an issue with engaging local community.

Neil Hodgkin echoed this criticism in relation to the Pork Pie library. He suggested that front of house staff did not have the appropriate skills. With adult education the day someone wants to engage they need to be met with encouragement.

He said that when the Linwood Centre was at its peak there was a one-stop skills and training shop. People got tricked into upskilling, with a coffee leading to degree in the end (in some cases).

He described the library as a closed-door facility and a non-used facility. I'm not anti-library; I'm against libraries that don't work. People from toddler groups are NOT from the local area. People go there to keep warm. The building appears not to being well-used in the area.

Kerry suggested that the service was looking to pilot courses at the Eyres Monsell Community Centre in addition to the Pork Pie Library programme. Muriel Russell (GREAT project) said that from their experience the motivation towards education was low. Mostly people were looking for low-pay low-skill jobs.

NEET data

NEET data for the wards was presented (Appendix 3). Most of the cohort was aged 17, and while the male-female split in Saffron was roughly equal NEET registrations in the Western Ward showed a ratio of more than 2:1 in favour of males. Jonathan pointed out that the transition to adulthood had extended from 16-18 to 16-24. It was questioned how much data was available on economically inactive 18-24 year olds. If they are economically inactive how do you know where they are?

Kerry said that the tracking started when youngsters left school, but that people disappeared. It was suggested they could have gone into the informal economy or become involved in crime, including organised and county lines-related criminal activity.

Prof Payne said he was in touch with a leading UK expert on NEETS, Sue Maguire, who was very worried about the invisibility about NEETs and the paucity of data about NEETs, who were 'economically inactive' and did not engage with DWP.

Some NEETs will have done quite well and dropped out of the data; others may have mental health issues and require very bespoke specialised attention.

Nancy Freeman (YES Project), said the project was working with more and more young people… we have 300 people who are economically inactive… referred to us by the DWP, Connexions, and the CAMHS service.

Next steps

Meeting with New Parks Panel on 13 February 2020: Kerry Gray and Cllr Broadwell to attend for the task group.
Preston visit on 18 March 2020: numbers to be finalised and indications of questions/areas of interest to be raised with Preston to be canvassed then sent on to Preston.
A Task Group meeting to be scheduled for before the Preston visit.
Agenda to include:
Information from Leicester College on issue of admitting younger and older people to courses without the minimum 3 GCSE requirement
Impact of procurement strategy – Neil Bayliss/Cllr Myers
New Parks Community Centre

Appendix E Notes of meeting on 12 March 2020

Present

Cllr Sue Waddington: Chair: Economic Development Transport and Tourism Scrutiny Task Group

Jo Randall: New Parks Community Centre

Angela Tchetchnev: Director for Adult English, Maths and Supported Learning, Leicester College

Rominder Sandhu: Director for ESOL, Leicester College

Neil Hodgkin: Saffron Resource Centre

Jerry Gray: Head of Adult Skills and Learning; Leicester City Council

Peter Chandler: Head of Economic Regeneration: Leicester City Council

Cllr Elly Cutkelvin: assistant city mayor for housing and education/member for Saffron Ward Leicester City Council

Cllr Danny Myers: Assistant City Mayor - Policy Delivery and Communications Leicester City Council

Jerry Connolly: Scrutiny Support Officer: Leicester City Council

Apologies
Cllr Broadwell; Cllr Fonseca; Professor Ed Cartwright

Notes of previous meeting
The notes of last meeting were agreed as a correct record

Leicester College
The chair welcomed Angela Tchetchnev, director for Adult English, Maths and Supported Learning, and Rominder Sandhu**:** Director for ESOL, Leicester College. The task group had received a copy of evidence from Leicester College, and the paper was used as a basis for the introduction by the two witnesses, for amplification of particular points and for questions from task group members.

Points included:

Leicester College had been operating across a wide range of venues throughout the city, but these have been reduced over a number of years. The college had community venues which over the years it had had to come out of, including Fosse Centre and Bede Island.

The college has a central location for its programme of courses. Courses included ESOL plus vocational skills programme – language plus vocation courses… one year

courses plus shorter courses. The College did not want to keep students on ESOL courses for too long.

Evening courses had reduced by 65% due to cuts in funding for the service over the past few years. The college doesn't have maths/English courses any more. There had not been the same hit on part-time basic skills funding; there had been a 40% cut in funding – but a funding uplift had helped support childcare and other support. We are working in New Parks: one issue is cost of hiring provision: on our wish list is **better access to community resources.**

The funding from government is really poor (only £200k a year). All other income has to be earned by enrolling students. We've spoken about discrete maths English programmes - we also have students looking to go to university. We work with LRI – students are hoping to go on apprenticeships… also offering courses people working there but without relevant qualifications… also building confidence, citizenship and working with families.

We don't have funding for basic IT skills – but we would like to make that available – and for venues.

The College had more than 6k enrolments on to employability skills – for students who were keen to work but not work-ready.

With the £200k we try to focus on most disadvantaged communities. There is a significant demand for adult community-based learning, but we do not have the venues to support the programmes.

In the absence of the Leicester Learning Partnership a successor body would be helpful, and we would like to be part.

If there was more community learning grant we could use it to help in the wider community. We're about to launch access to medicine programme – with more restrictions, as you might imagine. We run a pre-access programme: universities want five GCSEs so we run science GCSE programmes.

We offer programmes for young people – including Launchpad – our alternative provision, for kids who don't know what to do; we work on behavioural skills, and deliver taster programmes.

This attracts about 80 students a year and the number is growing. A lot come of their own volition; some may have been NEET. We have three start points through the year. About 75% progress to other programmes.

There is special provision for people in Year 10 helping improve language skills (in Leicestershire Partnership). It involves the Leics secondary education improvement programme serving schools in the city.

For ESOL 16-18 we've worked on students in English, Maths and IT; Leicester College's success rates are 20% above national rates.
There are not just English of Maths, but other mainstream subjects, as well as citizenship and similar skills.

Provision for SEND: we have a dedicated team working with174 people. Only FE group in region catering for people with profound and complex needs. Some funding comes from the city council, other comes direct. Most don't go on nationally recognised courses.

In summary, our wish is that more people could get employed: this is part of a wish list which we will also raise under the procurement heading. There are very able young people, but we don't feel this is something we can do on our own. We feel there is scope for work within the city to reduce duplication, not just for leisure courses but for people to have some employment possibilities (The Jam Factory is an example)

There is an HE offer for students in disadvantaged areas – with funding for the Offer for Students to engage with school students. It's on offer to all secondary schools, especially those serving disadvantaged areas. It would be useful to know the schools take-up of this offer.

Peter Chandler wondered what we could do to identify other opportunities. He said he was Interested in café enterprise and Jam factory. What can we do to generate more social enterprises?

We don't always know the wider picture. I would need to get more information. There are projects which give people new clothes to wear. Sometimes it is working out the differences between being in work and being on benefits?
Leicester Learning Partnership is no longer operational…it provided a lot of support for community learning. It's been out of Task Group for more than five years. The Task Group could recommend considering the recreating an LLP-like functional body.

Leicester College's senior Leadership Team is considering forward plans – including targeted funding to encourage participation – for example help with creche access and transport costs. We lobby people – maybe we need to lobby together.
We were once able to work with local employers – running classes in the workplace but there is no funding. Every employer says there is a need for workplace courses. Employers don't want to provide funds. Some are willing to pay; most are not.
ESOL is not fully-funded and this is an issue.

How can we return to previous levels of community funding? We are looking at family learning – not school based; it's engaging adults and looking to the trickle-down effect.

We used to have community development advocates; how could we do that again? The witnesses were asked, in respect of New Parks and Saffron, if they knew if people from those estates are attending the college.

The witnesses said they could provide that information. Maths English staff work in three centres around New Parks; but the work in Saffron has shrivelled. We had presence in Saffron; people would come but Pork Pie library is not accessible enough to local communities.

The chair said it would be helpful to know if the schools in the area we are looking at are fully engaged in the programmes you have discussed. We seem to have a problem with white working-class estates.

On the issue of apprenticeships, Neil said the issue of needing three GCSEs to get on a course. Leicester College regarded this as one of our challenges. We run thousands of maths and English courses because it is a government demand. We need to look at our promotional material to see the routes in and to make sure that it doesn't serve as a barrier to entry to our education programme.

Neil Hodgkin said that the Linwood Centre was a place that people would be tricked into being channelled into education courses. They would come there for a variety of reasons and find themselves signing up to education programmes. This channel no longer exists.

New Parks Community Centre

Jo Randall introduced herself and outlined her experience. She had been running the centre for two years and had been a resident on the estate for 19 years. She said that as soon as people heard the word education they freaked… residents locally had very low self-esteem.

I've got people onto training. A lot of it needs to involve small groups; people feel need to be confident and this won't be in a larger group. She felt Job Centres don't give enough information.

The Dance academy (which she runs) helped parents/adults to come into the volunteer/qualification pathway. When setting up the Coffee Lounge at the centre we have around 25 mainly females. Two ladies who had no faith in themselves at all now run the community café.
People in New Parks tend to stay there… bus fares are a barrier. What jobs there were needed to be the area. Neil added that in general terms the number of people on part-time school timetables was concerning. This view was supported by Jo.

We have decided not to take this on…. We've created a system which requires Eng/maths to get anywhere in the system.
At Goldhill we run an excluded pupils programme (all under 11 years of age). We think the main issues are behavioural. Jo said it was a big group of children… isolation is also a big issue.

Local inclusive growth - Peter Chandler

The report (circulated) provides a practical guide to what could or should be done. There were four underlying principles:

EMPLOYERS: These include private, public and third sector organisations of all sizes.

CITIZENS: These are the people who live and/or work in a local authority area.

PARTNERS: These are the organisations that work with councils to deliver public services and other projects.

PLACES: The physical space, built infrastructure and assets of an area.

There was a grid which provided a framework. It would be useful for the visit to Preston to explore what are they doing. The Inclusive growth report mentioned Leicester's discretionary business rates scheme. But is was also asked whether the council could be doing more to promote inclusive growth through student retention. Peter said we were working with universities.

The chair commented that an important factor was the creation of partnerships. She suggested we should be working in partnership through major employers
Cllr Danny Myers commented on how challenging it might be to get co-operation from employers. Employers wouldn't provide people with special needs with opportunities… procurement should provide levers to encourage employers to pay the living wage and other decent working conditions.

Most anchor institutions (hospitals, NHS universities, police, councils) should pay the living wage HR should provide support/information re childcare/benefits other support, he said.

In respect of procurement re SEND work ready people we are looking at not necessarily advertising jobs but targeting NEET and other groups with partners such as Leicester City Council. Entry level jobs are at a premium. It would be worth asking universities and other major employers if they would also take that approach. We are asking potential contractors to take the social value element of procurement into account.

We have evidence that this is starting to bear fruit. The £450m to be spent on the hospital estate is going to be a five-six-year project – the biggest package of work in the council area for the next few years. A social value framework will be built into the project's procurement. It's going to be a range of contracts and will have the opportunity of providing a series of opportunities to procure at local level. The length of contract meant employers could start and complete training and apprenticeships.

Cllr Myers said the council had apprenticeship schemes – we're looking at project-based schemes rather than place-based schemes. He added that it was quite difficult to procure at LLEP level; that would require some kind of contribution from the business community to set up a mechanism, because it won't work by themselves.

Neil commented that you needed a step-up type of programme. Employers are unwilling to take people on in the raw. Our programme (at Linwood) would involve taking six months to get people to be motivated, getting them interview-ready by encouraging them to wear the right clothes for the weather and the day, and to get confidence.

He suggested transport pick-up in local areas would be useful. Evidence from both areas suggested a major barrier to employment was transport. This took two forms – the cost of fares and the time taken to get to employment areas.

Jerry Connolly: 3 April 2020
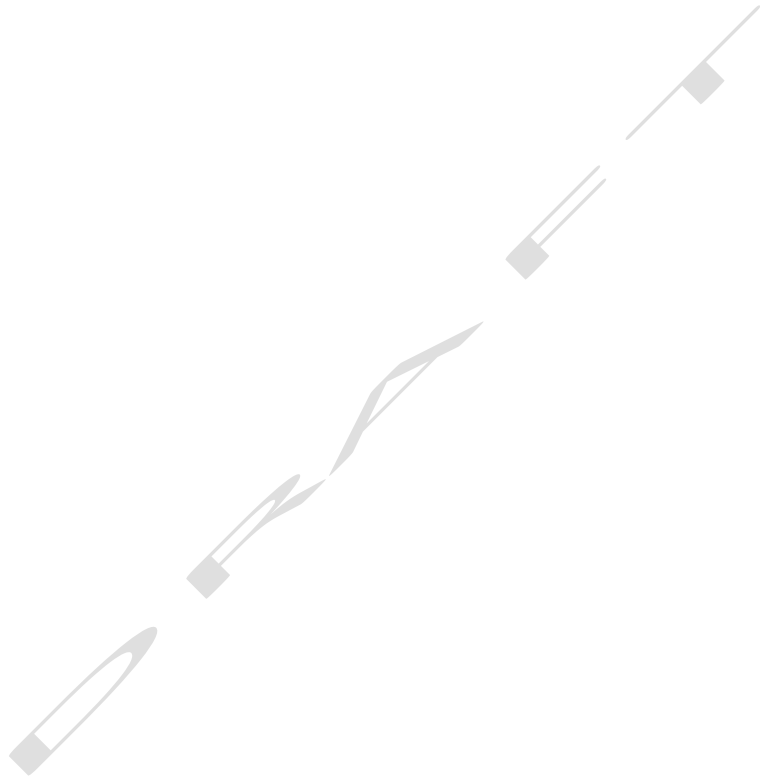
Appendix F: Leicester College paper

LEICESTER COLLEGE

SUPPORTING DISADVANTAGED COMMUNITIES THROUGH FURTHER EDUCATION AND TRAINING

INTRODUCTION

1. This paper provides details of Leicester College's programmes which aim to encourage people from disadvantaged communities into education and training.

2. The focus is primarily adult provision, however details of programmes aimed to attract 14-18 year-olds from disadvantaged communities are also included. These programmes include:

- The College's Launch Pad Programme which is aimed at reducing the number of young people not in education, employment or training (NEET)
- Specialist provision for students with learning disabilities including Transition Programmes for school pupils
  ESOL tasters for year 10 school pupils
  ESOL 16-18 full time Study Programmes
  National Collaborative Outreach Programme (NCOP), activities funded by the Office for Students.

BACKGROUND

3. Leicester College's Mission, 'To equip people with the skills they need to be successful in education, in work and business and in their personal lives' sets out the College's commitment to meeting the education and training needs of people and the College has a long history of serving some of the most deprived communities and groups in the City.

4. In 2018/19 Leicester College enrolled 10,345 adults and 3,582 16-19-year olds; of this population 52% of adults and 47% of 16-19 year olds were from a disadvantaged post code. These figures exclude students on Higher Education (HE) courses. Appendix 1 provides a breakdown by student numbers and enrolments made.

FUNDING REDUCTIONS AND STUDENT NUMBERS

5. Leicester College operates in a highly challenging funding environment. Between May 2010 and 2016, the Further Education (FE) sector faced progressively more severe reductions to its funding from Government.

5. During this period there were multiple changes to how and for how much adult and 16-18 students were funded including the introduction of Advanced Learner Loans. The College, which has historically had a high number of adult students, due both to the very significant need in Leicester and to the structure of post-16 provision has been hit particularly severely in recent years.

6. The College was also significantly affected by the late removal of ESOL Mandation funding in July 2015. The impact of the reductions in funding led to an internal review of the College's outreach estate principally used for adult community based provision. This resulted in a consolidation of outreach venues which in turn had an impact on adult participation. The reduction in venues and the associated knock on effect on

learning opportunities led to an increase in the unmet demand for adult basic skills courses.

7. The College's funding allocation from Government has shown a pattern of decline since 2010/11 with a decrease of 43% in adult skills funding, 20% in 16-18 funding and an overall cut of 30% to 2018/19.

8. 16-18 classroom based students declined by 25% from 2010/11 to 2015/16 as a result of an ongoing and predicted demographic dip. Since 2015/16 16-18 student numbers have grown by 5%.

9. Adult evening enrolments have declined significantly from 2,657 in 2009/10 to only 928 in 2018/19.

ADULT ACHIEVEMENT RATES

10. The College's adult achievement rate is high and has improved year on year. Adult learning programmes and their outcomes were judged to be Good by Ofsted at the College's last inspection in December 2017. The College's adult achievement rate for 2018/19 is 91.1%, 2.0% above the national rate. In this year adult provision represented 73.2% of the College's provision with achievement above the national rates in six of the eight qualification types. Appendix 2 provides details of the College's achievement rates for adult programmes.

PROGRAMMES FOR ADULTS

11. Leicester College has very effective and extensive adult provision. Courses are available across the City in delivery locations which are informed by socio-economic data. Outreach venues are very effective in encouraging and promoting student participation. Appendix 3 provides a list of the College's outreach delivery locations and the provision on offer.

12. The breadth of provision for adults includes:
• Technical and Professional Programmes Apprenticeships (Levels 2 and 3)
• Community Learning including English, maths and ESOL
• Training for Adults Seeking Work
• Access to Higher Education Diplomas
• Part Time and Full Time Higher Education Courses
• Higher Level Apprenticeships.

13. In order to maintain currency courses are reviewed annually and where required new programmes are developed to meet local needs. Local data indicate that there remains a need to continually refresh and adapt programmes to meet the needs of the many, and often changing communities the College serves.

14. Adults are able to access provision on main sites, in the workplace, in community venues and via distance learning. The provision supports the development of social justice and stronger families, digital engagement, social mobility and promotes inclusion. The College's basic skills and ESOL provision improves employability prospects and raises aspirations.

15. The flexibilities of the Adult Education Budget (AEB) are being used to further widen participation through extending the range of community learning courses. For example, progression from English and maths 'stepping stone' short courses have led to an

increase in enrolments on Functional Skills and GCSEs. The attainment of these qualifications have helped people to enter or progress within the labour market.

16. Leicester College has very effectively promoted the AEB low wage fee remission flexibility trial. The trial was introduced for the 2018/19 academic year enabling adult education providers to fully fund low paid workers earning less than £15,736.50 per annum. The trial has been extended into 2019/20 academic year with the annual gross salary threshold increasing to £16,009.50, in line with the National Living Wage. The College has contributed to the review of the policy currently being conducted by the Department for Education (DfE) and provided evidence in support of maintaining this policy.

17. Leicester College has three curriculum areas dedicated to adult learning. The majority of the College's adult students enrol onto courses in the curriculum areas of English, Maths and Supported Learning (EMSL), English for Speakers of Other Languages (ESOL) and Re-engagement (REEN).

18. The College is the largest provider of discrete ESOL and ESOL with vocational skills courses in the City, providing over 350 courses to home, EU and overseas students for whom English is not their first language. In 2018/19, there were 6073 enrolments onto ESOL programmes, of which 539 enrolments were made on ESOL with vocational skills courses. The geographical coverage provided by
the four ESOL programme area bases and fifteen outreach venues ensure that ESOL classes are easily accessible. Regulated ESOL qualifications ranging from Entry to Level 2 are complemented by an offer of non-regulated vocational courses such as Health and Well-being, Beauty, Yoga, Employability, Care, ICT and Business Administration. Enrichment and enhancement are incorporated into all substantial programmes, topics include British Values, Prevent, Citizenship, Employability, Equality, Diversity and Inclusion, Health and Safety and Safeguarding. These courses continue to be successful in attracting people from disadvantaged parts of Leicester.

19. Discrete adult English and maths courses are available at five College sites and five community based venues. There were 1539 enrolments in 2018/19 on courses ranging from pre-entry to Level 2. Qualifications include Functional Skills in English and/or maths at all levels from Entry to Level 2, GCSE English and maths. Non-regulated College certificates are used to widen participation and develop the skills and confidence of adults to enable progression to nationally approved qualifications.

20. All 1539 enrolments on discrete English and maths courses are part time 19+ adults who attend for two or three hours per week. The provision includes one-year Functional Skills courses (905 enrolments), 10-week intensive Functional Skills courses (127 enrolments), a two-week summer school intensive Functional Skills programme (57 enrolments) and non-regulated courses for students who are not ready to work towards a Functional Skills qualification (230 enrolments). In 2018/19 the Curriculum Area of EMSL delivered Level 1 and Level 2 Functional Skills qualifications to staff at George Eliot Hospital. This model of delivering on site is a well-established successful model but does incur additional expenditure to the College.

21. Training programmes for adults seeking work are mainly delivered at the College's City Skills Centre (CSC). Sector Based Work Academies have been very successful in supporting employers to meet their recruitment needs. Recent clients have included Leicester City Council, Hastings Direct, NHS, UHL and JCP. The College also works with three security companies, NISE, Cordant and Outfit. More recently, the College has been

working with partners on the Fosse Park extension. In 2018/19, there were 6040 enrolments onto employability courses.

22. The College's adult community learning courses help people from diverse backgrounds to acquire new skills, re-engage in learning, pursue an interest, engage in family learning and encourages social integration. Community learning courses also equip adults with the skills and confidence to enrol onto courses that lead to nationally approved qualifications. Small 'bite-sized' courses have proven to be very effective in encouraging participation from disadvantaged groups. In 2018/19, 673 enrolments were made on community learning courses.

There remains a significant demand for adult community learning in the City but access to venues at a reasonable cost continues to be a barrier.

23. The two main recipients of Grant Funding for Community Learning in the City are the City Council and Leicester College. The annual grant to both organisations has remained fairly constant since its introduction in 2010/11. The City Council receives £3.054M and Leicester College's allocation is £200K.

24. Access to HE Diplomas are one year, Level 3 intensive courses for adults who wish to progress to a university level qualification. The qualifications are regulated by the QAA and recognised by universities. Seven Access to HE courses are available at the College; subjects include Science, Health Professions, Social Science, Humanities, Business, Computing and Engineering. These programmes attract adults returning to education. In 2018/19, the College enrolled 239 onto Access to HE programmes.

25. The adult GCSE pathway course is a one year fast track full time Level 2 programme of typically five GCSEs designed to enable student progression onto Access to HE and other courses or to improve students' employment opportunities. Subjects delivered are English, Maths, Sociology, Psychology, Biology and Chemistry. In 2019/20, 78 students enrolled onto the GCSE pathway course.

26. Adult participation has grown considerably through the development of courses delivered via distance learning. This delivery model has the advantages of providing:
- flexibility to enable adults to learn when and where they choose[37]
- a cost- effective method of delivery
- an effective method for extending niche and/or sector-based provision
- the option to offer additional qualifications to existing students.

PROGRAMMES FOR YOUNG PEOPLE

27. Launch Pad is designed to re-engage young people into education and training. The students are of mixed abilities and backgrounds, aged from 14-19. Students complete a study programme where the focus is on attaining English and maths and preparing students for their next steps; this could be employment, an apprenticeship or a full time vocational programme. Launch Pad is considered to be Leicester College's 'alternative provision' supporting students who would otherwise be NEET.

28. The specialist Launch Pad teaching team consists of a Programme Lead, three Teachers and four Key Workers. The team are supported by a 0.6 Administrator and an Area Manager.

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[37] 1 Providing that they do not reside in an area where the AEB is devolved to the local authority

29. There are four cohorts a year spread over three intakes: September, November and January. The College has capacity for 80 students per year. However, the College is seeing an increase in demand for this type of provision particularly as there are wide ranging internal progression opportunities on completion of the programme. Launch Pad has good progression with 75% of 2018/19 students progressing onto FE, apprenticeships or employment.

30. ESOL provision is available from age fourteen. The demand for full time ESOL programmes for 16-18 has stabilised to around 320 students per year. In order to attract students the College hosts visits for Year 10 and Year 11 students from local schools. Information Events, Open Days and Welcome Days are used to promote Leicester College's bespoke full-time ESOL programme. These events also enable course content to be adapted depending on need.

31. Programmes ranging from ESOL Entry 1 to Level 2 are available depending on English language fluency, previous learning experiences, expectations and intended destinations of students. In addition to working towards Functional Skills English, maths and ICT qualifications, students are also offered the opportunity to attend additional modules such as Phonics, Physical Education, Science, Enrichment, Citizenship and Work Experience.

32. Demand for full time ESOL programmes saw a sharp rise in 2016. In order to meet the demand Leicester College extended its full-time offer from ten to twenty courses. Leicester College set aside resources to accommodate the large influx of 16-18 year old new arrivals from Daman and Diu, a union territory in West India. Similar expansions had previously taken place to accommodate new arrivals from Afghanistan, Somalia and several EU countries. To ensure that prospective students have access to a relevant English, maths and ICT programme upon arrival, the recruitment window is kept open until the February half-term, after which students are offered the option to infill into part-time courses at a conveniently located ESOL venue. Ongoing liaison with schools and other agencies has led to this offer becoming sustainable and most importantly, has reduced the risk of these young people becoming NEET.

33. The College has a strong track record in supporting looked after children (LAC) and care leavers. 120 young people were supported in 2018/19 and numbers continue to increase year on year. LAC/young people leaving care have high levels of success at Leicester College due to the high quality of the support provided. As part of this, the Curriculum Area of ESOL supports the education and care needs of 30-40 unaccompanied LAC each year, by working collaboratively with various regional social services, support agencies, Virtual Schools and foster carers.

34. Students are supported with the next stage of education via bespoke taster/ experience days hosted by the College's vocational curriculum areas. Other

activities include progression workshops and enrichment visits such as the Big Bang STEM event, Job-Wise and Equality, Diversity and Inclusion Events. Approximately 60% of Study Programme students (16-18), upon completing their course, return to the College to continue their education, either to the next level of ESOL or join courses in other vocational areas such as Art and Design, Beauty, Business, Care, Computing, Construction, Engineering, Hairdressing, Motor Vehicle, Sport, or Uniformed Public Services.

35. The College offers specialist provision for students with learning disabilities. There are three strands of provision to meet the needs of 174 young people with a range of

disabilities including profound and complex needs; provision is available at all College campuses including the City Skills Centre. The majority of provision is accredited with RARPA certification but students on Work Skills programmes continue with Functional Skills qualifications (73 enrolments), where appropriate. Students usually progress to the Leicester College Internship and Leicester Works programmes, where they undertake extensive work placements similar to Supported Internships. There are currently seventy-seven high cost students on full time Study Programmes. This year, eighty students due to start in September 2020, attended transition provision (school links) across the three strands; the provision is invaluable in ensuring that future students become familiar with the staff and College prior to enrolment on a full time course.

36. The National Collaborative Outreach Programme (NCOP) is a project funded by the Office for Students (OfS) which aims to increase the progression of young people from disadvantaged backgrounds to higher education (including a focus on young males from disadvantaged backgrounds and young people from ethnic minority groups). Funding is targeted to areas of the country where evidence suggests there is the greatest potential for impact. These are places where higher education participation by young people is low overall and lower than expected given their GCSE results.

37. NCOP aims to raise the expectations of students and provide clear information on the different pathways they can choose to reach their career destination of choice. Collaboration and impartiality are important aspects of the programme and it enables higher education providers to work together to offer impartial higher education information, advice, guidance and experiences for students in their local area, all of which have the student interest at heart. The partnerships do this by working with schools and colleges to develop approaches which are tailored to the needs of local areas and their students.

38. At Phase 1 of NCOP, Leicestershire and Northamptonshire were contracted to jointly deliver widening access initiatives across both counties through the NCOP PATHWAYS brand. Phase 1 was jointly managed through collaboration with the University of Northampton. Phase 1 funding concluded on 31st July 2019.

39. PATHWAYS NCOP interventions delivered through Phase 1 at the College have included:

PATHWAYS NCOP led interventions:
- Positively Mad
- Under Graduate GCSE Mentoring Scheme.

Leicester College interventions:
- Girls into STEM, Service industries, Creative Shed events.
- Evening College HE IAG event
- Discovery Day Plus (HE) event
- Trip to Careers in Healthcare UCAS event
- Pilot Phase of Schools Careers Programme
- Carers and Parents Project
- Post 16 UCAS Application Bursary Scheme.

RECOMMENDATION

40. The Task Group is requested to note and comment on the approaches being taken by Leicester College to promote education and training to people from disadvantaged communities.

Kully Sandhu
Vice Principal
Adult, Higher Education and Community
March 2020
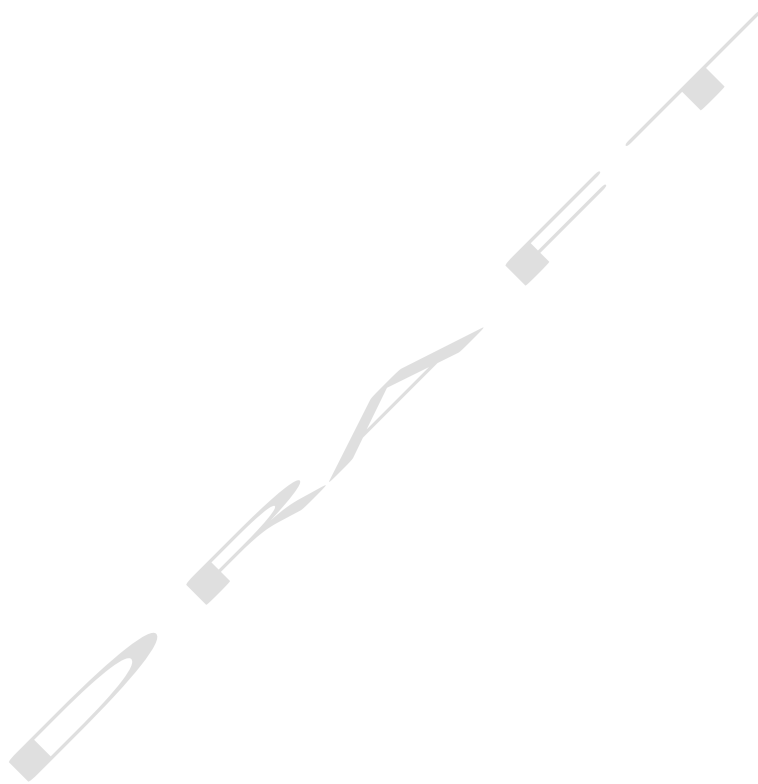
Appendix 1

The following information relates adults funded by the AEB and 16-19 year old students on Study Programmes. The data is for 2018/19, the last complete academic year.

Provision	Provision breakdown	2018/19	Data source
Adult Education Budget	Enrolments	21,877	ESFA Main Occupancy Report
	Enrolments with a disadvantaged post code	12,656	
	% of enrolments with disadvantaged post code	57.85%	
	Students	10,345	
	Students with a disadvantaged post code	5,416	
	% of students with disadvantaged post code	52.35%	
16 - 19 Study Programmes	Students	3,582	20/21 allocation toolkit (identifies 27% most deprived areas of the country)
	Students in a disadvantage postcode	1,675	
	% of Students with disadvantaged post code	46.76%	

ESFA use the students' home postcode against the Index of Multiple Deprivation 2015 (IMD) to establish whether a student is from a disadvantaged area. The IMD is an official government index that uses education, crime, health, employment, and income statistics to identify the deprived areas.

The following HE student numbers have been identified as having a home postcode in a deprived area.

HE			
	Students	425	19/20 enrolments (excluding HE Subcontactors)
	Students in a disadvantage postcode	47	
	% of Students with disadvantaged post code	11.06%	

Appendix 2: Adult Achievement Rates 2018/19

	LEVEL	ACTUAL	Difference from national rate	Number of leavers
All Qualifications	Entry	91.4	NA	6,864
	Level 1	94.9	+3.5	6,704
	Level 2	87.7	+0.7	6,601
	Level 3	78.5	-2.2	498
Access to HE	Level 3	76.3	-4.0	219
Award	Entry	96.6	NA	149
	Level 1	98.9	+4.5	1,734
	Level 2	97.7	+6.2	745
	Level 3	100	+12.9	6
Functional Skills Maths and English	Entry	79.4	NA	291
	Level 1	68.6	-13.8	590
	Level 2	65.9	+0.5	763
Certificate	Level 1	98.2	+3.6	723
	Level 2	92.3	+1.5	3,418
Diploma	Level 1	95.1	+6.5	245
	Level 2	87.8	+2.5	327
	Level 3	79.8	-0.1	272
ESOL	Entry	88.1	NA	4,048
	Level 1	89.4	-1.5	767
	Level 2	87.7	-0.6	308
GCSE Maths and English	Level 2	80.3	+0.9	544
GCSE English 9-1	Level 2	98.6	+5.6	
GCSE English 9-4	Level 2	70.4	+22.2	
GCSE Maths 9-1	Level 2	88.9	-3.0	
GCSE Maths 9-4	Level 2	44.8	+6.0	
GCSE Maths and English	Level 2	80.3	+0.9	544

Appendix 3

Outreach Delivery Locations

Adult courses are delivered at each of the main sites. In addition to the main sites, the College provides Lifelong Learning opportunities at the following venues.

Subject	Location	Post Code
Employability programmes (various) including ICT	City Skills Centre	LE1 1FB
English, maths, ESOL and Community Learning	City Skills Centre	LE1 1FB
	Layton Training Centre	LE3 OBT
English, maths and CL		
	Abbey Park Campus	LE1 3WA
	Kimberlin Library, DMU	LE2 7DR
	New Parks Children and Young Peoples Centre	LE3 9RN
	Eyres Monsell Children and Young People's Centre	LE2 9AQ
	City Skills Centre	LE1 1FB
	Layton Road Training Centre	LE5 0PU
	Freemen's Park Campus	LE1 3WA
	Oak Centre	LE3 1QA
	Braunstone Children and Young people's centre	LE3 1QR
	George Eliot Hospital	CV10 7DJ
ESOL		
	Abbey Park Campus	LE1 3WA
	Freeman's Park Campus	LE2 7LW
	St Margaret's Campus	**LE1 3WL**
	City Skills Centre	**LE1 1FB**
	Ross Walk Centre	**LE4 5HH**
	Education and Skills Centre	**LE2 1FJ**
	Layton Training Centre	**LE5 0PU**
	Len Hollis Court	**LE2 0UZ**
	Mayflower Church Centre	**LE5 5PE**
	Uplands School	**LE2 0DR**
	Wakerley Court	**LE5 3RQ**

NOTE OF EVIDENCE RELATING TO NEW PARKS COMMUNITY CENTRE

Note of meeting with Jo Randall: New Parks Community Centre: 11 February 2020

Jo works at the centre, lives within the community and worked for 19 years in Early Years, including Surestart, for Leicester City Council.

She described her work at the New Parks Community Centre, where she worked with a range of groups within the community, as well as the People Zone, a project funded by the Police and Crime Task Group. [38]

Community related activities included the Youth Knife Crime Task Group (Cllr Kirk Master) and the New Parks Community panel[39].

She said there had been a lot of mapping and studying of the community within New Parks – but then nothing happened. She said that developments and improvements within the community needed to be community-led. "We have to get more people involved, broaden the base of involvement.

There is a culture of self-neglect within the community. There are a lot of female-only households, or households where there are two economically inactive members.

New Parks Community Centre

There is a range of volunteers at the centre, almost entirely female. (It's difficult to get males involved, partly because of the female profile there; however, if a man, young or otherwise is directly asked to do something he normally will; an example included applying anti-vandal paint. Events will also attract male interest.

The centre is used by a range of groups, including the dance group Jo set up. Other groups include

- Slimming World
- Madrassa Group, learning Arabic
- Moslem Prayer Group
- Bingo

There is also…

The community café

Originally run by two volunteers. They are now employed on a part-time basis. The staff had never worked, or done any training, lacked confidence and had mental health issues. But they were good at "people" and liked cooking.

They did the relevant training relating to food hygiene and first aid. The training had to be done within the centre. The women did not have enough confidence to go to another venue to do the training. They passed the relevant tests, possibly the first exams they had ever taken, let alone passed.

The outcomes are improved confidence and improved mental health. Paid for 14 hours a week they often put in 30 hours each.[40] It's changed their lives dramatically.

Dance school

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[38] She had just had a meeting with Victoria Charlton. The People Zone had done a lot of mapping of local data, but was considering how best to progress to ways of making contact with hard-to-reach elements of the community. Objectives will include trying to make a visual impact within the area and improve job prospects.

[39] The panel was meeting at 7.30pm on the 13th February 2020 in an effort to engage more widely with individual members of the community. Afternoon meetings drew around 30 people, but these were mainly already engaged and associated with groups and organisations rather than individuals within the community.

[40] This is a possible case study for how to work with disadvantaged groups.

I was able to encourage a volunteer to get involved in running the school – she has been encouraged to go into training and education. But each individual needs one to one encouragement and involvement.

Jobs

There are no meaningful jobs within the New Parks community. The main sources of work would be Fosse Park and the Meridian Centre. The latter would be particularly useful to provide jobs for younger people. Neither centre is accessible from New Parks by public transport. "Fosse Park is five or six minutes by car. But if you don't have a car that's no good."

Department of Work and Pensions

The DWP encourages people looking for work to volunteer. I know a number of people have given this centre's details to the DWP, but I have never once been contacted to ask if I could place a volunteer.   I find that odd. I have been working with a 23-year-old who was with the 20:20 project – again not referred there by the DWP. However we have heard that this project is going to close.

Short-term funding and the ending of projects causes communities to lose confidence and needs to change. One thing which is good is that I understand we are going to get a Cruyff Foundation artificial football pitch.[41]

New Parks Library

A library without information. Ask a question at the front desk and you'll be told: That's not my job.

New College: improving, but my concern is there is significant use of detentions and exclusions.

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[41] There is already a £340k 3G pitch in St Matthews in the city.

APPENDIX H

Note of a meeting between Neil Hodgkin (Saffron Resource Centre) and Cllr Sue Waddington, chair of the EDTT scrutiny Task Group. **17 December 2019**
The meeting was to allow members to get a further insight into the issues which affect and impact the Saffron ward within the city.

Community profile

The Saffron ward was identified as having one of the highest levels of deprivation in the city, and among the worst in the country. For many years it had been a comparatively stable community, but this has changed in the last few years. A significant driver of change has been the bedroom tax, which has required households who had occupied three-bedroom homes for many years to move to smaller homes in other parts of the city. Replacing these long-established households was a more ethnically diverse range of families.

Community capacity

Some households had four generations, none of which had ever worked. There were many 40-plus men and women who had never worked and at this point were unlikely to get work as they had to compete for jobs against younger qualified candidates.

Many people had a reading age of eight. This created barriers on several fronts. While people were just about able to cope with phone-based access to council and other services, the move to web-based communications had caused real problems for people with poor reading and writing skills.

Increasing numbers of people of all ages had smart phones. But often there was no credit on the phones and people often came to the SRC to access phones (and help from SRC members). The 2019 IMDB data for the level of literacy in the area was lower than the average for the city but higher than experienced in real life.

Lack of education had left many people with a deep lack of self-confidence and isolation. (One woman had levied opposite the adventure playground for more than four years without having the confidence to go there to engage with staff (also depriving her children of the benefits and advantages of playing there).

There was a Saffron Young People's project, but that tended to concentrate on sport, and did not fill the gap in programmes, which no longer existed, for young people moving from being youths to adults. 25year-olds within the community were finding that there was literally nothing they could put on their CV.

Education

A major school serving the community is the Samworth Academy. This has been judged inadequate by Ofsted.

The Lancaster School (now an academy) was rated inadequate by Ofsted in 2016. It is an all-boys facility.

Sir Jonathan North College, an all-girls' school, was rated outstanding in 2013 and was characterised by attracting students from a wide area across the city, with little apparent intake from the local community.

There was evidence of educational issues at primary school age level. The Goldhill Playground ran a group for excluded primary school children. One primary school child had been excluded for two years.

There was a sense that parents within the traditional community were not encouraging their children to achieve within the classroom (or doing homework). This was in contrast to first-generation new community children whose parents often encouraged them to do well at their education.

Employment and training

Most jobs now require at least three GCSEs simply to be able to get onto a training course. There was no easy step into employment of training; construction jobs, for example, had upskilled significantly in recent years. There were no longer any barrow-pushing site jobs.

Where (mainly young) people were in work it was often through agency work and they bounced "in and out" of employment. Irregular work patterns plus being paid weekly sometimes led to significant problems with UC payments, with people quickly and easily slipping into debt without realising it.

Meanwhile a 25-year-old woman (supposedly from an IT literate generation) had tried to send an email to a web site address.

There was little evidence that anyone in the community was engaged or involved in adult or further education. The library was meant to be a hub with access to computers and advice. However there appeared to be a mismatch between the skills required to deliver these services and the staff being asked to deliver them.

Closures of other council community facilities had seen staff concentrated at remaining sites; this meant that ex-premises officers (with a different skills set) were the front-facing staff for the community. The skills and approaches required were not there. Figures provided to support a high level of usage at the library did not reflect the reality on the ground.

They included lunch clubs which "reinforced" the figures. The reality was that the IT and other more traditional library facilities were not widely accessed by the local community.

Projects which had worked in the past included a Step Up programme[42] which involved intensive one on one mentoring of 25 year old unemployed people. A group of ten saw two people drop out but eight got through the programme, which included two months' work experience at the end, and who proceeded successfully to full and continual employment.

Further barriers to employment

Transport. One area of employment possibilities is Fosse Park. But to get there requires getting a bus into the city centre then out again.

The cost of getting a driving licence is prohibitive for many. An estimated £2,000 for lessons, theory and practical tests makes driving inaccessible for many young people

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[42] Contact for this programme within the council was Trevor Mee

on the estate. One of the few areas of possible work, as agency staff for adult social care, usually required driving.

What might work

An agency in the area – even if it only says that there are no opportunities. The truth at local level is better than the truth after having to get into town to a DWP office or similar.

Working with **Leicester College** to provide a pathway for local people into further education, or at least the three GCSEs now needed to access training and apprenticeships.

SRC to assist with a programme of consultations with local residents, based on 10 (or five) questions to be devised by LCC (perhaps in consultation with SRC).
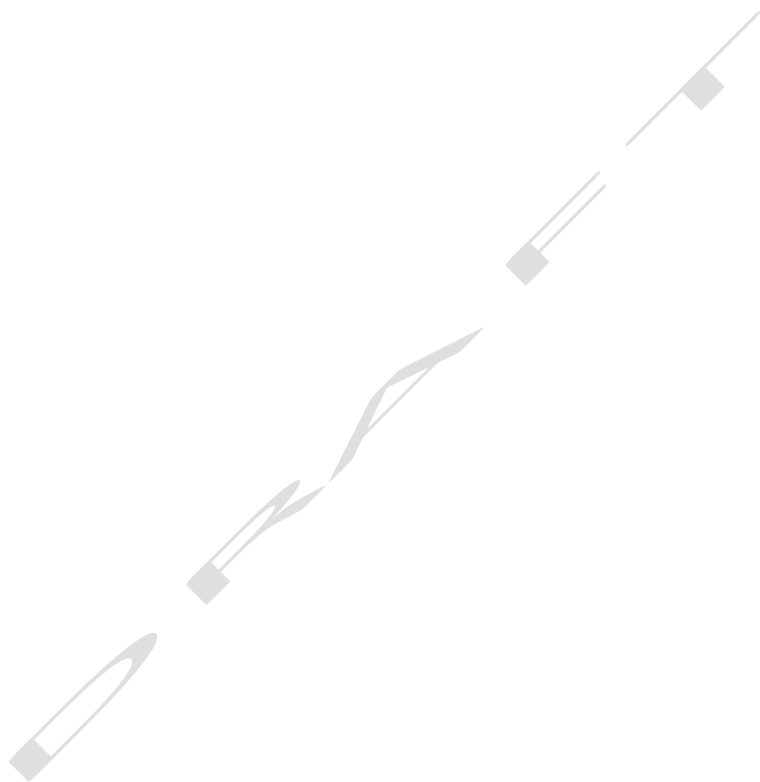
APPENDIX I: – **De Montfort University Local + Project**

LOCAL+ PROJECT SUMMARY

Local+ was conceived as a further strengthening of the strategic alliance between Leicester City Council and De Montfort University. It takes the DMU Local initiative, which used student volunteers working with the city on a series of community projects to further the public good, a step further.

Local+ will see DMU academics and their students working with their City Council colleagues on three pilot projects identified as being of value to the city and its people.

It also has the benefit of academics and students working on projects and research that bring real-life results, furthering their academic work and providing valuable knowledge that can be shared.

The three pilot projects are:

Built environment

The project
Leicester City Council has emerging regeneration plans in the north-west of Leicester, centred on the Beaumont Leys estate and the neighbouring Abbey Ward, including Stocking Farm and Mowmacre Hill.
DMU aims to provide the expertise to support those plans with its academics in architecture and urban design.

Beaumont Leys was developed from the 1970s and planning favoured the car – and too many journeys 50 years on are now in vehicles, rather than people walking or cycling.

DMU's support and contribution will focus on developing 'spatial' analysis and design proposals to make better use of the urban space to encourage walking, cycling and an appreciation of the environment.

This is work that fits in with the city's public health agenda and the parallel Local+ project on health community engagement, *see below*.
The scale of the work, which will become clearer as the project develops, is anticipated to include housing, spatial infrastructure and landscaping.

DMU's support will also include expertise to develop the city's plan to create an Urban Room. A concept that is hugely popular in China and Japan, this is a space for exhibitions, learning, the community, exploring the past and also planning for the future.
Work will look at having either a fixed space or a peripatetic urban room that can move around communities in Leicester. It will most likely be a shared space, which will be managed but owned by no single organisation.

Community health engagement

Project

Many public health programmes need better community engagement and understanding to be able to influence service provision and health messages to the communities involved, particularly the so-called hard-to-reach groups.
This project would support the city's public health team to reach those groups that have been identified as at high risk and hard-to-reach in a variety of lifestyles. This includes, but is not limited to, sexual health, mental health, obesity, physical inactivity and well-being.
Information gained from these communities will inform the adaption of service models, the way that staff are trained in the future and how public health messages can be effectively targeted.
DMU would provide the focus group training, undertake transcription and provide expert analysis of the transcriptions.
A small steering group, including the city's public health and DMU experts, would prioritise which communities were targeted and the topic areas from which qualitative information is required. This would be informed by public health data and future Task Grouping plans.
Three communities would be worked with per year and the focus groups would come from those individual communities, with people identified from local information and from consultations with councillors and other representatives within the areas.

Smart City

Leicester City Council is developing a Smart City Strategy that is aimed at enhancing lives across the city through improved use of digital technology and systems.
The strategy will be people focused impacting communities and businesses and helping to tackle climate change, poverty, social isolation and digital exclusion.
DMU is looking to provide a monitoring and evaluation work package that supports the strategy from inception to its completion.
The university's Local Governance Research Centre (LRGC), Centre for Applied Economics and Social Value (CAESV) and Institute for Environmental and Sustainable Development (IESD) will look at supporting the City Council's wish for…

- A bespoke monitoring and evaluation framework that serves the Smart City Strategy from inception to completion.
- A framework with tools and measures that allow residents to be at the heart of transforming Leicester into a smart city.
- A robust framework that measures the deliverables of the strategy in terms of technical performance, while also measuring attitudinal and behavioural impacts, and impacts on other areas of the city, including business, the economy, environment and community.
- A framework that allows for tracking of emerging issues and risks to support policy change.